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CONTENTS

Breasting the Crime Wave - *George W. Kirchwey* 69
The Negro in Detroit - - - - - *Bruno Lasker* 72
Whither Social Work? - *Arthur Evans Wood* 74
Bootlegging Opium in the Philippines - - - - *Herbert L. May* 76
THE COMMON WELFARE - - - - - - - - 78
HEALTH - - - - - - - - - - - - - - 83
What Makes Children Grow? *Mary Ross*—A Country Adventure in Dental Hygiene, *Katherine Faville, R.N.*—Nurse and Social Worker, *Annie Laurie, R.N.*—Educating Doctors, *Michael M. Davis*
INDUSTRY - - - - - - - - - - - - - - 89
The Barefoot Boy, *Agnes E. Benedict*—The A. F. of L. and the American Scene, *John A. Fitch*—Such Things Can Be, *Lillian Symes*—Home Work
SOCIAL PRACTICE - - - - - - - - - - 95
Why Come to Des Moines? *T. J. Edmonds*—Mental Hygiene for the Feebleminded, *George K. Pratt, M.D.*—What Cottage Mothers Should Know, *H. W. Hopkirk*—Social Work in Berkeley, *Raymond Clapp*
EDUCATION - - - - - - - - - - - - - 100
Educational Adventure in a Public High School, *The Adventurers*—An Experimental Summer School, *Joseph K. Hart*—Vocational Guidance in 1927, *Harry Dexter Kitson*
COMMUNITIES - - - - - - - - - - - - 105
New Guises for Old Truths, *Beulah Amidon*—Less Competition in Missions, *Fred Eastman*—Sectarianism in Social Work, *Ross W. Sanderson*—A House for Mrs. Horse
BOOKS IN OUR ALCOVE - - - - - - - - 110
The Cooperative Movement in Social Work, *Robert W. Kelso*
THE SOCIAL WORK SHOP - - - - - - - 114
What Is a Social Work Executive? (II), *Robert W. Kelso*
COMMUNICATIONS - - - - - - - - - - 119
INDEX TO THIS ISSUE - - - - - - - - 126

The Gist of It

GEORGE W. KIRCHWEY breasts the crime wave with the long free stroke of an experienced swimmer who has seen other waves—one to each decade—and feels interested rather than hopeful when crime commissioners like Senator Baumes play at Canute. Dr. Kirchwey has been a life-long student of crime, as dean of the Columbia University Law School, warden of Sing Sing Prison, now as head of the Department of Criminology of the New York School of Social work. His article, on page 69, was given in part at the joint meeting of the Pennsylvania and All-Philadelphia Conferences of Social Work.

BRUNO LASKER, who reviews the report on The Negro in Detroit, is the member of the staff of The Inquiry chiefly concerned with race relations, as he was in earlier years while associate editor of The Survey. Page 72.

ARTHUR EVANS WOOD is in charge of the curriculum in social work in the Department of Sociology at the University of Michigan. Page 74.

HERBERT L. MAY has just completed a piece of research in the Far East for the Foreign Policy Association. He has long been prominently identified with the business and civic life of Pittsburgh. Page 76.

KATHARINE FAVILLE, R.N., is a member of the staff of the American Red Cross, serving as nursing representative for Indiana and Kentucky. Page 85.

ANNIE LAURIE, R.N., is superintendent of the Visiting Nurse Association of Erie, Pa. Page 86.

MICHAEL M. DAVIS is executive secretary of the Committee on Dispensary Development.

AGNES E. BENEDICT, formerly an associate editor of The American Child, is now doing editorial work with the Public Education Association. Page 89.

JOHN A. FITCH, for eight years editor of The Survey's Industry Department, is now director of industrial courses at the New York School of Social Work. Page 90.

LILLIAN SYMES, an assistant to the executive secretary of the New York Consumers' League, directed the study she reports on page 92.

T. J. EDMONDS, it can now be told, is chairman of publicity for the Des Moines meeting of the National Conference of Social Work. Incidentally, he is executive secretary of the Iowa Tuberculosis Association. Page 95.

GEORGE K. PRATT, M.D., is assistant to the medical director of the National Committee for Mental Hygiene. Page 96.

H. W. HOPKIRK is special assistant for the study of Institutional Needs of the Child Welfare League of America. Page 98.

RAYMOND CLAPP is director of the Welfare Federation of Cleveland, Ohio. Page 99.

THE ADVENTURERS who carried on and reported the Educational Adventure in a Public High School, page 100, were awarded second prize in the recent Harmon-Survey contest. They wrote us after receiving the award: "The check has already been deposited to the credit of our permanent scholarship fund, bringing it over the eleven-thousand-dollar mark! This we have *earned* in the last three or four years with our 'authoring'."

HARRY DEXTER KITSON, professor of education at Teachers' College, Columbia University, is a past president of the National Vocational Guidance Association.

FRED EASTMAN is in charge of the new work in religious drama at the Theological Seminary of the University of Chicago. His report on page 106 on the decline in competition among home mission boards brings down to date his striking article published in The Survey for June 1, 1924.

ROSS W. SANDERSON is executive secretary of the Council of Churches, Wichita, Kansas. Page 107.

ROBERT W. KELSO is executive secretary of the Boston Council of Social Agencies. Page 115.

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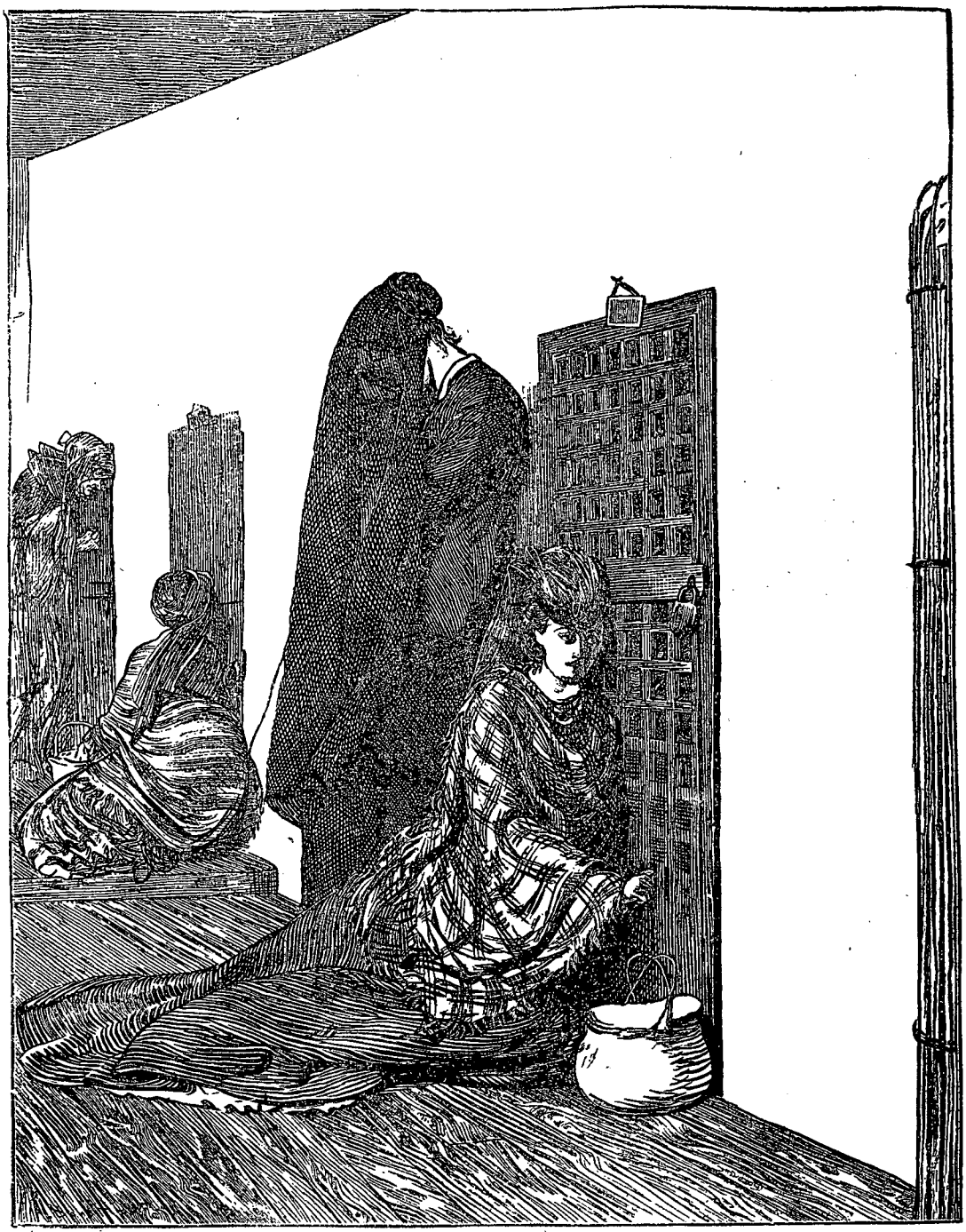

THE TOMBS

From a drawing by A. Boyd Houghton for the London Graphic of April 9, 1870. Mr. Houghton, one of the best known English artists of his time, was commissioned to draw a series of characteristic American scenes and for one of them he hit upon the famous "gaol" of New York City.

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Breasting the Crime Wave

By GEORGE W. KIRCHWEY

WRITING a year ago on the prevailing hysteria with respect to the prevalence of crime in the United States, I advised caution in accepting it as an authentic movement of the public mind. The crime-wave over which the excitement raged was mainly an illusion. Our extravagant crime-rate was an old story made to look new by a more reckless use of fabricated statistics. Every decade since the Civil War had witnessed one or more of these paroxysms of bewilderment and rage over the crime situation only to see them subside without leaving a trace. It was not unreasonable to apprehend that the alarmists of the present decade would be equally ineffectual. Perhaps, when the account is made up and the balance cast, it will appear that they were. But in the meantime something else has happened. The legal profession has had a bad dream and is waking up.

President—now Chief Justice—Taft was not the first to call the attention of the bar to the abuses of our administration of criminal justice, but it is certain that his ringing condemnation of that system delivered in Chicago in 1909 put new life into an old and half-forgotten indictment. His language, characterizing our criminal law and its administration as "a disgrace to our civilization," may have been a bit strong but strong words are needed to rouse the bar to a sense of its responsibility in this matter. For the criminal branch is the step-child of the law. The game is an unpleasant one and the financial rewards are meagre. The consequence is that few lawyers of standing will have anything to do with it and that the profession as a whole knows and cares as little as does the man in the street as to what goes on in the criminal courts. If any change is made by the legislature in the antiquated system of procedure that obtains, it is usually dictated by criminal lawyers in the interest of their actual or prospective clients. The criminal court has ceased to be—what it never was in fact but what popular imagination has pictured it to be—a tribunal for the disinterested search for truth, and has become a forum for the display of the wits of opposing counsel in which justice is flouted—except by the impotent judge on the bench—and the devil takes the hindmost. This too, like Chief Justice Taft's characterization, is a hard saying but it is near enough to the truth to let it stand.

If the apathy of the bar was disturbed by fulminations such as these, its purpose was still without form and void. But it was soon to be furnished with a spear-head and to be instructed how to use it. In the year 1910 a group of eminent lawyers, professors of law, psychiatrists and students of criminology gathered in the city of Chicago and, under the leadership of Dean John H. Wigmore of the law school of the Northwestern University, organized the American Institute of Criminal Law and Criminology and began the publication of its Journal. This notable achievement, which brought modern criminological science to the support of the nascent movement for penal reform, was promptly followed by the publication of translations of the leading works of European criminologists.

In the first year of its existence the Institute began the formulation of a program for the reform of criminal procedure and by 1920 it had practically completed this task. Meanwhile it had labored incessantly to stimulate in the legal profession a real interest in this matter and it was in this year (1920) that its efforts were tardily crowned with success by the creation of a Section of Criminal Law in the American Bar Association. The half dozen years that have since elapsed have been devoted to the education of the bar in the principles and practice of the administration of criminal justice.

It would be infinitely comforting to regard this development as a triumph of reason, pure and undefiled, but that

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would be to forget the "crime-wave," which was already in full tide. The debate in the St. Louis meeting of the American Bar Association at which the Criminal Law Section was set up showed clearly that the prevailing panic over the crime situation played no small rôle in the attainment of that reasonable result. Certainly it was the crime-wave and nothing else that determined the action of the Association a year later in creating a special Committee on Law Enforcement. This committee "investigated" the crime situation in the United States and at the next annual meeting of the Association held in San Francisco in 1922, made what ex-Governor Hadley of Missouri characterizes as "startling disclosures as to the enforcement of our criminal law," such disclosures, in fact, as were already current in the sensational literature of the day. The final report of this committee made the following year at the Minneapolis meeting of the Association reaffirmed its conviction that something should be done about crime, but judiciously referred the puzzling question, what should be done, to a permanent commission of the Association.

BUT this does not exhaust the initiative of the bar. Possibly what will prove to have been the most notable achievement of the Association was an incidental result of an effort to secure an authoritative restatement of the whole body of American law. For this important purpose it harnessed the law schools of the country to its car by setting up a new body composed for the most part of legal scholars under the description of the American Law Institute, organized in 1923. A committee of this body, comprising ex-Governor Herbert S. Hadley, now chancellor of Washington University in St. Louis, with half-a-dozen eminent legal authorities, including Dean William E. Mikell of the Law School of the University of Pennsylvania and Professor Edwin R. Keedy of the same institution, is now engaged in making a thorough study of the law governing our system of criminal justice and has already made a tentative report embodying its views as to needed reforms in criminal procedure.

Leaving the bar to its formidable task of making the law a more efficient instrument of criminal justice, we may now turn to the efforts of our public-spirited or our hectic citizenship to deal with the enemy. The term "enemy" is here deliberately employed in its military sense, for the civic effort is generally pictured as a species of guerilla warfare against the criminal classes. Appropriately enough, the first community to organize itself for this purpose was the city of Chicago, and the Chicago Crime Commission which came into being in 1919 has become the model or prototype of similar organizations in many American cities. At this date there are about a dozen of these local organizations in being, with several others about to be, the most important of them, after the Chicago Commission, being the Cleveland Association for Criminal Justice (1922) and the Baltimore Justice Commission (1923).

As all these local community organizations have identical aims and employ substantially similar methods, they may for purposes of description be treated together. Broadly speaking, while the legal agencies are primarily if not exclusively concerned with the state of the law governing the punishment of crime and particularly with the procedural law, the civic organizations under consideration take the law as it stands and concern themselves with its enforcement. Their aim is efficient administration—of the police, the committing magistrate, the prosecuting attorney, th courts. To secure this end they scrutinize every step of th criminal process from the report of a crime to the punish ment or discharge of the offender and spread the report o their findings before the public. They proceed on th assumption that if a crime goes unpunished someone charge with a public duty has failed to perform that duty an they trust the public to do the rest. This procedure ha been described as "putting the fear of God" into the polic or into the prosecuting attorney or into the trial judge, a the case may be. Apparently the magic works—to som extent. At least all of the organizations of this type tha issue regular reports show a speeding up of the process fro arrest to trial, an increasing percentage of convictions an punishments and, with curious aberrations, a diminishin crime rate. In no case reported is the improvement gre but in most cases it is more than nominal.

I trust that I shall not be regarded as cynical if I advi caution in trusting these reports or in drawing the infe ences which they suggest. There is no way of checkin them up. In some of them I have complete confidenc Others, I have reason to believe, are wholly untrustworth The assumption that the decline in the crime rate which the assert is due to the moderate improvement in administrativ efficiency above set forth can be verified only by a com parative study of the movement of crime in a considerab number of other similar communities. The police repor of many of our larger cities make similar claims.

BUT there is an aspect of the local crime commission whic gives me graver concern. The immediate occasion for th creation of the Chicago Commission was the indignation ex cited among business men by a long series of bank and pa roll robberies culminating in a robbery with a murder o unusual atrocity. The Commission, fathered by the Chicag Association of Commerce, was and still is a business men organization with only the general aim of crime suppressio The Cleveland Association for Criminal Justice, on th other hand, was avowedly organized to carry into effect th recommendations of the body of experts, directed by Dea Roscoe Pound and Professor Felix Frankfurter of th Harvard Law School, who had conducted the famous Clev land Survey during the preceding year. This, the fir thorough and complete study of the way in which crimin justice operates in a great American city, had uncovered i numerable defects, many of them of the gravest characte in the administration of every agency of criminal justice the city. What it suggested was not a merely critical a titude on the part of the community but a complete ove hauling of the entire system, with new men of proved i telligence, integrity, and capacity to administer it—nothin short of a civic revolution in fact. What it got was, effect, a crime commission, differing in no essential respe from the one that the business men of Chicago had set u Is there any reason to doubt that the defects in the a ministration of criminal justice are less grave, less dee rooted, in Chicago or in any other great American city tha Dean Pound and his colleagues found them to be in Clev land? From this point of view the local crime commissio wears the aspect of a counter-irritant in a case where major surgical operation is indicated.

More significant and more hopeful of substantial resul than the local effort, with its restricted aims, is the Sta Crime Commission of which Missouri furnishes the fir

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and, so far, the best example. This, the Missouri Association for Criminal Justice, was organized and, as Chancellor Hadley described it, "fully equipped to study with the utmost thoroughness the administration of criminal justice" in the entire state—"in rural districts as well as in metropolitan centers." Within two years after its organization the Association published The Missouri Crime Survey, representing the study of every important aspect of the problem, some of them by highly qualified and disinterested experts—lawyers, university men and specialists in public administration—and laying a substantial foundation for constructive legislation. Bills for the amendment of the constitution and of the criminal code of the state have been drafted for submission to the legislature now in session and the formidable character of the membership of the Association is such as to justify the expectation that it will carry its program through. As the Association is, in fact, the creation of the Missouri Bar Association, it derives its effective membership and consequently its legislative program from legal sources.

FOLLOWING this auspicious lead a dozen other states have already equipped themselves with similar organizations, some of them, like that of New York, official in character, but most of them, like that of Missouri, privately organized and financed. There should and there will be more of these. They represent a more intelligent apprehension of the nature of the problem than does the vigilance committee of the town. They see it in longer perspective. They are not out to "crush" or to "smash" anything, but to perfect the administration of justice. They take a single law-enforcement unit, the state, and try, first, to get at the facts as to the comparative movement of crime in city and country and in the several urban and rural areas and the relation of these facts to the various law enforcement agencies of the state. Invariably they find themselves baffled by the circumstance that there is nowhere any trustworthy record of the facts. This, then, is their first constructive task: to devise and by appropriate legislation to set up adequate machinery for gathering, recording and tabulating the data as to crime and its treatment in the state. But even a superficial survey such as is now possible will have disclosed many defects in the administration of criminal justice, perhaps even in the substantive law defining crimes and prescribing penalties. In so far as these are remediable by legislation, statutes for correcting them will be drafted and urged on the attention of the legislature. Of course no legislation can of itself improve administration. At its best it can only make good administration *possible*. Whether it becomes actual or not will depend on the intelligence, the independence and the good faith of the officials on whom the responsibility rests and this can be attained only through the creation of a sound public opinion.

For the attainment of these aims—the ascertainment of the facts as to crime and its treatment, the proposing of legislative remedies for the defects in the administration of criminal justice which these facts disclose and the stimulation of the public to demand and provide a wise and honest administration of the law—it is obvious that the state crime commission must be a continuous body. Its work will not be done, it will be scarcely begun, in a year or a decade. Possibly it should be an official body representing the state. Some of our best legal minds have suggested the creation in every state of a "ministry of justice," charged with the supervision and the progressive improvement of the law and its administration.

It is scarcely necessary to say that, in the picture I have drawn, I have not presented the state crime commissions as they now are, though the Missouri Association has, in fact, furnished the inspiration and most of the material for my vision. As far as I am aware no other organization of this type except the Crime Commission of the State of New York has functioned to a degree that would justify any attempt to assess its value to the community, and the New York organization is a temporary makeshift, a glorified legislative committee, whose only title to fame so far is the body of drastic legislation enacted a year ago and bearing the name of its chairman, Senator Baumes.

In curious contrast with the legislative program of the New York Commission as a whole is the work of an enlightened committee of this body, known as the Sub-Commission on Causes of Crime, which devotes itself to prosecuting studies into crime-breeding conditions both in urban and in rural communities and into the mental and social history of inmates of the state prisons. Whether this incongruous activity of the Commission will prove to be anything more than an innocent diversion of that truculent body may well be doubted but it may nevertheless prove to be its one enduring and redeeming achievement. Indeed, nothing more constructive than "Baumes' laws" can be expected of a body constituted *ad hoc,* for the sole purpose of dealing summarily with the crime situation, and continued from one year to another by legislative enactment. The Missouri Commission, on the other hand, while it has attempted nothing as fundamental as the work of the New York Sub-Commission, is, at least, a permanent body, under no pressure to produce an annual grist of bills for legislative action* and with far less need to satisfy the clamor of the mob for vindictive legislation.

SUPERIMPOSED on this structure of local and state organizations, dealing each in its own way, some wisely and some unwisely, with the crime situation, we now have the National Crime Commission organized in the city of New York in the summer of 1925. Owing its inception to the efforts of a group of sensational promoters of the crime-wave propaganda, its direction and control was from the first assumed by an executive committee of intelligent and public-spirited citizens drawn from all sections of the country. Among its active members are statesmen, great financiers, college presidents, deans of great law schools, former governors of states and a former justice of the Supreme Court at Washington. Its list of cooperating committeemen reads like a transcript from Who's Who in America. When the list of the Executive Committee was first given out it was sharply criticised by Dean John H. Wigmore in the Journal of the American Institute of Criminal Law and Criminology for its lack of any specially qualified persons —criminologists, etc.—in its membership, but as Dean Wigmore himself, with Dean Roscoe Pound, Judge Frederick Cabot, Col. Arthur Woods and many others not open to this reproach, have since accepted service on committees of the Commission we may wisely await the results of its activities before passing judgment on it.

The central aim of the National Crime Commission is identical with that of the (*Continued on page* 122)

* The Baumes Commission reported 82 "crime bills" to the recent session of the New York legislature (1927) of which 14 got as far as the Governor's desk.

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The Mayor's Committee on Race Relations in Detroit

The Committee was appointed in May, 1926, following the Sweet case in which a colored family defended its life and property against a mob infuriated by the gradual influx of Negroes into what was considered a white neighborhood. Chairman, Rev. Reinhold Niebuhr; vice-chairman, Bishop William T. Vernon (African Methodist Episcopal Church); secretary, Dr. E. A. Carter; Fred M. Butzel, Fred G. Dewey, Frederick C. Gilbert, Donald J. Marshall, W. Hayes McKinney, Mrs. Charles Novak, Mrs. C. S. Smith, Walter H. Stowers, Jefferson B. Webb; director of the study, Forrester B. Washington (executive secretary, Armstrong Association of Philadelphia) and Robert T. Lansdale (Sociology Department, University of Michigan).

The Negro in Detroit

By BRUNO LASKER

WITHIN less than a year, the inter-racial committee appointed by Mayor John W. Smith of Detroit under the chairmanship of the Rev. Reinhold Niebuhr has produced a substantial contribution to our knowledge of the Negro in a northern industrial city. The report does not attempt to cover with equal thoroughness every aspect of Negro life in Detroit. Yet the survey was sufficiently comprehensive to make sure that there are not lurking somewhere unidentified major causes of trouble. The staff work was concentrated on known difficulties. The rest of the information, gathered through the cooperation of municipal departments, social agencies and a large number of individuals, is not of equal value. Some of the section reports are more or less formal statistical studies, some are too general to be of much assistance, and one—on community organization—is in tone out of keeping with the rest. The twelve mimeographed section reports on which the present article is based, are not, in fact, intended to be more than the working papers from which the final summary report of the committee was prepared.

After appointment of the committee, the Detroit Community Fund appropriated $10,000 for a fact-finding survey, to be expended through the Detroit Bureau of Governmental Research. The mimeographed report is evidential and contains only a minimum of interpretation. The committee has separately published its own interpretation of the main facts, together with its recommendations, through the Bureau of Governmental Research (Public Business, Whole No. 108, March 10, 1927). Copies of this bulletin can be obtained from the bureau at 316 East Jefferson Avenue, Detroit.

The section on Population tells us where the 81,000 colored people of Detroit (6.6 per cent of the population) come from, where they live, and so on. The small average family is explained by the recent settlement and this, with the housing shortage, also explains the excessive mobility of the Negro population within the city. The origin of these pioneers is significant: the great majority have come within very recent years from some of the culturally most backward sections of the South, the "black bottoms" of western Georgia, western Alabama and Tennessee.

The difficulties of these dark southerners in Detroit are essentially the same as those met by large numbers o British immigrants a century and a half ago, which mad Ben Franklin harangue on the subject of the German speaking proletariat in Pennsylvania, which led to anti Irish riots in Massachusetts and to anti-Chinese demonstra tions in California. Since 1920, the Negro population o Detroit has doubled and, as in every similar previous case the industries that brought in this large additional suppl of labor, have washed their hands of all responsibility fo meeting the ordinary needs of these living men and wome and children. Yet in this case, industry did better than i usually the case; it did not, generally speaking, discriminat against colored people in the matter of wages or workin conditions, though it is true that the great majority of ther were assigned to the least paid and least agreeable jobs

THE permanency of the colored worker in the industrie of Detroit seems assured, for he has given satisfactio to his employers. In some plants engaged in rough processes colored workers constitute more than one-half of the per sonnel, and even in some of the great automobile concern they exceed one-third of the total. Preconceived ideas abou the racial qualities of the Negro worker gradually give wa to a more realistic and accurate assessment of his abilities Where discrimination cannot easily become operative, as i civil service appointments, relatively large numbers of col ored people have made good even at tasks which often ar assumed to be outside their ability. In short, difference in efficiency—in this the Detroit report seems to confirm many other recent findings—are less racial than they ar the result of differences in early environment.

It is partly due to the very humble origins of the majo ity of these colored workers that so large an influx into a industrial community could take place without serious inter racial friction. Their coming coincided with the growth o the automobile industry and a labor shortage, and tended t shove up white wage-earners into jobs at higher wages. Ir dustrially there is peace in such a situation as long a the total volume of employment goes up and the new comers remain content to occupy the lowest status.

This shows itself clearly if we compare the industria opportunities of the Detroit Negroes with their busines opportunities. Here the sense of competition is sharpe

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and discrimination more bitter. Yet, the inclusion of a section on Thrift and Business in the present report is in itself proof that these economic interests of the race are considered as worthy of attention. To what extent the difficulties of the Negro business man result merely from unwillingness to recognize him as a social equal, it would be difficult to say. So far, his activities are still largely in branches where personal contact is a factor: eating-places, amusements, and the like.

THE educational report is, in large part, an intensive study of why so large a proportion of colored children are retarded, based on a comparative investigation of two schools. This painstaking inquiry revealed that the causes of retardation nearly always have an environmental basis: inadequate schooling in the previous place of residence, poverty and employment of mother, overcrowded home and poor conditions surrounding the home. Biologically, the colored children in special classes are no worse than white retarded children; that is to say, nearly all their physical defects are due to preventable causes, and few are feeble-minded.

Optimism as regards a substantial improvement in school ork seems justified by these findings. But it remains to e seen whether the community will really welcome a large roportion of colored children in the high schools, ready to nter the better-paid occupations. The reason given for he small number of Negroes who prepare for teaching and f Negro teachers in the public schools is their expectation f discrimination in employment. For the same reason the roportion of colored families that make sacrifices to give heir children a higher education is small. On the other and, the attendance of adult Negroes at night classes is relatively large.

No special section of the report is given to the subject f race relations as such; we are given only a glimpse ere and there of the attitudes that prevail between white nd colored fellow-workers, class-mates and fellow-citizens n the ordinary contacts of daily life. But an attentive eader has no difficulty in discovering an implied attitude hat runs through all the sections; and that is the unwilling-ess of white Detroiters, generally speaking, to have social contact with colored people. They do not, as we have seen, eel a strain of economic competition; they want to see ustice done in all matters of public policy; they are rarely nything other than courteous in their contacts with colored eople in public places; but they will not meet with them on a social basis. (There are, of course, exceptions—such, or example, as the complaint of a white woman as to the snobbishness of her colored neighbors who will not speak to white people unless first spoken to!)

THIS is brought into focus by the section on Recreation which indicates the alarming extent to which what is usually looked upon as the southern attitude to race con-act has found entrance in this northern city. Space does not permit discussion of the various forms of segregation and discrimination that are practiced, but it is evident that he character of a racial group is being judged by the tem-porary condition of its majority. There is danger of great njustice to the colored people in the future if special steps re not taken continually to keep the community aware of he diversity of talents and of social status to be found in the Negro group as in any other. Eventually, unless special handicaps are placed in their way, a much larger proportion of these recent newcomers will find their way into the higher social classes.

Insufficient recreational choices explain in part the relatively high delinquency rate of the colored people. But here the survey touches a subject of particular difficulty; for the attitude of the Negro to law is necessarily different from that of his northern fellow-citizen. Not because his reactions are biologically different but because since slavery days a different morality from that of the white man has been expected of him, the colored newcomer from the South often does not immediately catch on to the code of the older residents, white and colored, in the northern city. Add to this the vicious environment into which too many of these people are thrust, partly through segregation and partly for no other reason than that they are the economically weakest group in the community, and no other explanations are needed for the relatively high rate of arrests and convictions. Yet there are other reasons. There is evident discrimination against colored men in the courts; they are more easily convicted and receive heavier sentences. There are exceptionally few policemen of their own race on the force, and evidently there is a good deal of anti-Negro feeling in the force, whatever the reason.

THE sections on religion, on welfare and on community organization contain little that was not known. It is interesting to read, however, that even within a few years of northern residence, the attitude of the southern Negro toward his church is apt to change; this is probably not so much because of the larger opportunities for formal education as to the multitudinous contacts with white workers of many experiences and points of view. The large Sunday school attendance in relation to church membership seems to indicate that educational interests have begun to predominate over the older emotional type of spiritual hunger.

The section on health contains a number of facts that are contrary to popular belief. For example, the birth-rate for Negroes is increasing while that of the white population is decreasing. However, this may be due to an influx of women and a high marriage rate following what at first was chiefly a movement of young men. But there is no easy explanation for an increasing tuberculosis rate, unless it is that congestion has increased. And why is the colored rate for heart disease higher than that of the white? As regards institutional provision, we have the old story. Popular feeling necessitates a certain amount of segregation; and the consequence inevitably is that the minority race suffers.

The most substantial and important of the sectional reports is on housing conditions, which are generally worse than in other American cities the size of Detroit. Negroes pay higher rents and prices than white people. They arrive, in many instances, with living standards below those of industrial workers in the North. In consequence, they can and do pay the landlord more than white wage-earners of the same income class could or would pay. Moreover, the fact that many are single brings a high proportion of roomers and income for meeting high rental.

The result is a deplorable standard of domestic life in the poorer, centrally situated areas of Detroit that are occupied by colored people. The evil effects of overcrowding, occupation of old and insanitary houses, of poor and ill-kept neighborhoods need not here be stressed. But it seems to the present reviewer that (*Continued on page* 123)

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Whither Social Work?

By ARTHUR EVANS WOOD

SOCIAL work has unbounded faith in the power of man to control his own destiny. This faith did not originate with social work; it was, rather, a heritage from the prophets of the Nineteenth Century—Ruskin, Carlyle, Morris, Kingsley and, in America, Emerson, Channing and Theodore Parker. Their glorious conception of the greatness of man and his dominion over the powers of darkness, was the stock in trade of the idealists up to the beginning of this present century. Then came the Great War. As the years 1914-18 recede in our memories, their effects will remain branded upon our intelligence. We in America live, as it were, in a child's paradise, but in Europe the despair of thoughtful men does not perceptibly lift. The pessimistic mood of Europe is a challenge to our facile progress of social improvement. These are now thrown against the background of the disorder of the world, from the effects of which we are no longer immune. As we follow the course of European thought, we may not be sure whether the light we do see is the flickering end of the candle or the strong rays of the morning sun. I do not fully share this despair, yet it—and the facts which occasion it—must be faced.

Social workers did not create the War, but they did not prevent it. The same statement may be made of the church, the labor movement, the socialist group, and the international organizations of science and the arts. Upon all these idealizing groups the War fell like some rude cosmic force, crushing our ideologies in the general destruction. Unless the way can be found to wipe out war and the preparation for war, our struggles against poverty and social disorganization are as vain gestures in the air.

Another facet of modern society which balks the efforts of social workers is the survival of social animosities. In spite of the efforts to create understanding and tolerance, the older psychology of hatred and fear often prevails and has even increased in America since the War. If the democratic sympathies of social workers are to triumph, they must be reinforced by science, by religion, and by the enlargement of the cultural outlook of the American people. The South European peoples in our midst, the Negroes, the Mexicans, the Orientals, are already chafing under the effects of our discriminatory laws. The racial problem is as baffling as any which we face; it requires a patience and skill beyond our present attainments.

THE industrial conflict is another problem of human relationships which may well dampen our ardors. To this question the social workers have given much time in recent decades and not without good effect. But its solution in any large way lies out of their hands. Through low wages and unemployment the plane of living of a large share of the industrial population is depressed, and the social workers act the futile role of trying to stretch an inadequate income and spend their efforts upon enlightenment, conciliation and the improvement of standards. But, the attainment of the *ends* of industrial justice and a decent plane of living for all must rest with statesmanlike leadership in business and in the labor movement itself, and still further with the capacity of our resources to support an ever growing population.

In the population problem we are concerned not with the relation between man and man but with the adjustment between man and nature. Malthus raised the issue a century and a quarter ago, and it will not down. Of course we can and shall grow much bigger, but to what end, and with what effect upon the common welfare? If the processes of reason cannot awaken us to the illusion of mere numbers, the necessities of living will.

CONTEMPLATE, for example, the exhaustion of our resources. One of the two last stands of virgin timber in the United States now clothes the uplands of our great Northwest country. Must it too become stump-land with decayed towns and villages where once there was life and the hum of saw-mills? The blight of such places falls most heavily upon the children, for when the economic resources are gone, educational, health and other services will be wanting. The bounties of nature are not unstinted, and unless we can check the glorification of numbers in estimating the greatness of a people, our descendants will struggle against greater odds then we in maintaining the quality of life.

The increasing urbanization of the population also bears heavily upon our welfare efforts. Our larger cities, possessed of the illusion of numbers and under the force of economic circumstances, have grown well out of hand. Though social work has developed its highest efficiency in the great cities, its efforts continually fall short of accomplishing even some of its earlier objects. The problems of housing and of crime, for example, exist chiefly though not exclusively, in our larger cities, and prevail there today in acute form in spite of the efforts of social workers for upwards of forty years. Any really effective attack on one would go a long way towards reducing the emergency of the other. They would both respond to a wholesale decentralizing of our urban populations such as that foreshadowed by the New York Committee on Regional Planning, but the possibility of such a project involves a half century or more of rational development. If and when such a development does take place social work will have a leverage upon its problems not possible hitherto.

To some extent social work wrestles with the inevitable tragedies of human living. But more often we may liken the social workers to the nurses on the battlefield. Here tragedy is not totally inevitable. What we need are statesmen behind the lines to stop the fighting, whether it be in international affairs, in industry, or in the myriad other forms of conflict that disorganize the community. But whether human distress and sorrow can be prevented or not, we are under the necessity of considering social work in relation to the totality of forces that affect human welfare. Only thus can we maintain our faith through thick and thin. Any lesser conception would ill deserve the time and money spent upon it.

To whom shall we appeal for leadership? To the poli

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icians? It is no new idea that their support (or opposition) s not always governed from high principles. They cannot be our final court. Shall we appeal to business men? Again, hough the social workers need the support of at least some business men, we should not forget that in many a struggle or necessary social reforms the latter have had to be led, ajoled or even forced into line by the force of a better nformed and better disposed public opinion. Or, should e carry our case before the tribunal of the church? Unortunately, so far as the Protestant church is concerned, there is no such tribunal. It is riven asunder on the issue of Fundamentalism with a majority laboring to bolster up the idols of tradition. History shows that the church, too, has had to be led along the path of social reform. If, then, he social workers are not to be sufficient unto themselves —and no group is ever legitimately so—to what authority hall we appeal?

The truth which shall set us free and help us to order our social relations in the interest of progress, is to be found in a humanized social science. At once it is replied that he doctors themselves disagree. On the contrary, I believe hat there is growing up in the Western World a body of doctrine in sociology, psychology, economics, political science, anthropology and related sciences which is at once humane, rational, progressive, and in sufficient agreement as to major aims to help and direct us towards the ideal of a well-ordered society. It is drawing unconsciously upon the ethical content of religion, it is grounded in a more abundant knowledge of human nature, and it is aware of the prodigus obstacles to progress.

JUST as social work of the past lay in the patient, humanistic, tentative minds of the pioneers, so the future of social work in America depends upon an ever closer alliance vith the social work departments of our colleges and universities. While the establishment of mutually helpful contacts vith our universities is, of course, not new, there are more nd more indications that these connections are being made. One consequence is a greater emphasis upon research. More han a year ago Dr. Haven Emerson [The Survey, January 15, 1926] threw down a challenge to the social workrs to give more attention to the statistical study of their problems and achievements. Shyness towards accurate and ontinuous statistical accounting is not a defect solely of the ocial workers, but rather a trait of the American public nind generally in its attitude towards social problems. One eason why the social workers have not given more emphasis to research is that the public from whom they get heir funds do not demand it.

Research projects need first adequate financial support. This would require that the social agencies of the community maintain jointly a full-time research bureau, continuously at work upon their problems, not sporadic investigations that make a flash in the dark, but regular, systematic tudy that would throw a steady light. With such an agency it work it would be impossible for the statement of the ealth officer in one of our Pacific Coast cities to go unhallenged, when he said that there was not poverty enough n his city to warrant an extension of public-health nursing. As it was, the social workers of the city in question had not he data assembled for making an effective reply, though hey knew in a general way that the statement would not bear investigation.

A second requisite for community research is a general desire for facts and a belief in them. It may seem strange to have to assert that people need to cultivate a capacity for believing facts, but it is unfortunately true. If fifty years of scientific teaching has not been sufficient to convince one large group of the population of the relatively impersonal truth of man's organic evolution, how long will it take to demonstrate to another kind of group that poverty has been an inevitable accompaniment of our industrial system?

So, also, we must develop the habit of reacting rationally instead of emotionally to facts which are unpleasant because of special interest or previous mental attitudes. It is the impasse which facts encounter in the minds of people that makes scientific progress so difficult, except in purely mechanical fields. Until we fear no longer to injure the "fair name" of our cities by knowing the whole truth about them, social research will continue to lag in the budgets of our community funds.

Progress is being made in this field by such organizations as the National Bureau of Economic Research and the more recently organized National Council for Social Research. It remains for the local communities to supplement the work of these national bodies by supporting studies that will tell us year by year the results of those vast, expensive efforts of social workers for which we now have little or no accounting, save in the field of public health.

The financial basis of social work is being much more surely analyzed than its achievements. This accounting has, no doubt, been forced upon social workers through their association with the business men from whom their funds are largely obtained. The community fund idea is a marked advance over the old-fashioned, miscellaneous and competitive charity. Yet the pooling of the budget is of little value unless it leads to an organic understanding of the problems of the community as a whole and to coordinated efforts in their treatment. Unless the agencies are obliged to file with some central bureau information as to their problems and the work which they do upon them, along with their financial statements, our knowledge of the community will remain as inadequate as it was before the agencies came together. The carrying on of joint research, then, is the crowning evidence of the value of the community fund.

THOUGH social work can make but little impression upon the deep-lying conflicts that stretch like mountain ranges across the path of human progress, yet in one respect I believe that the *method* of social work can be applied to the solution of the problems of class, race, and international relationships: that is, the social workers' ideal of the family as an integrated group of mutually dependent, free personalities. At least in theory we can extend the process of group integration beyond the family into the community at large and into our international relations. The older ethical teachings made a dichtomy of self and others, bridging the chasm by teaching the duty of altruism. But the very term altruism falls flat upon our modern ears. In its place we must show that the process of self-realization must ever be through a harmoniously functioning group, and beyond that of groups with groups in an ever ascending scale until we reach the concept of humanity as the all precious object of social concern.

And here lies the problem: how can we demonstrate to men as they are the scientific truth that their real interest lies through the coordinated wholes of society at large; and if men see this truth how can we (*Continued on page* 126)

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Bootlegging Opium in the Philippines

By HERBERT L. MAY

Wood Orders An Opium Inquiry

MANILA, March 5, (AP).—At the request of Major-Gen. Frank McIntyre, head of the Bureau of Insular Affairs, Gov.-Gen. Wood today ordered C. H. Anderson, federal customs attaché for the Orient, to investigate the opium traffic in the Philippines. The Philippine secret service and the constabulary will aid in the investigation.

IN The New York Times of March 6 appeared the brief news item given above. And thereby hangs a tale—or rather two. The first story is one of existing conditions; the second, one of interpretation. It is not difficult, after an unofficial investigation of opium and smuggling in the Philippine Islands, to understand why the United States is somewhat under suspicion internationally for failing to produce Philippine opium statistics at Geneva. The suspicion is more than a little justified.

The Philippine Islands today are a smuggler's paradise. One coal-burning patrol boat eighteen years old and doing eight to ten knots an hour at its best, is the sole guard of a coastline almost as long as the coastline of the United States. Not only is illegal opium coming into the Islands in such quantities as to make smoking-opium procurable almost anywhere at very low prices, but firearms, Chinamen and even dynamite are smuggled as well.

Dynamite bootlegging, according to government officials and business men, is no small problem. Allowed only to contractors and miners, the dynamite is in great demand for illegal fishing, and is bootlegged at five to seven times its market value. A Filipino said to be entitled to about three thousand sticks for use in his mines is reported to have bought over twenty times that amount and bootlegged the surplus.

The illegal entry of Chinese into the Philippines is a familiar problem and an old one. They continue to come, no one knows in what numbers. Once past the customs officials, the police are powerless. So many are smuggled in that officials cannot estimate the present Chinese population. Some guess as low as 40,000 and others as high as 130,000. There is said to be a market price, among professional smugglers, of two hundred pesos for bringing in a Chinaman, and apparently each new arrival is entitled to bring with him a quantity of illegal opium.

In the city of Manila, which has a population of about 250,000, there are about 35,000 or 40,000 Chinese, with 10,000 more coming in each year "legally," although a considerable number leave each year for China. Brokers work them in through loopholes in the immigration laws, while merchants with 500 pesos capital, professional men and students, persons born in the Philippines, or in China of Filipino mothers, are permitted to enter. It is astonishing how many fall under these classifications and some Filipino mothers have apparently set a world's record for annual child-bearing.

On the question of the Chinese in the Philippines there is a curious conflict. The natives for the most part dislike them; yet they need a reasonable number, for the Filipinos do not love hard work or shop-keeping, while the Chinese are good at both. Some estimates place the Chinese at 85 per cent of all the shopkeepers in the Islands. Not so long ago, during an uprising of natives against the Chinese, the latter closed their shops for several days and so paralyzed trade that the natives capitulated.

The liquor situation is interesting. One can sit in the Manila Hotel, owned by the railroad company which is in turn owned by the Philippine government, and sip, undisturbed, a legal cocktail. The Filipinos have decided that American prohibition does not apply to them, while the United States Department of State believes that it does. Accordingly, the latter has ordered its consuls everywhere not to give clearance papers to ships bound for the Philippines and carrying liquor. The practice is not to enter the liquor on the ship's manifest; the vessel then gets its papers and when it arrives at its destination it is subject to a fine usually not large, for failing to enter all its cargo on the manifest.

LACK of reliable figures on the number of Chinese in the Islands makes any estimate of the extent of opium-smoking difficult. In the northern islands, smoking is confined largely to Chinese and to natives who have married Chinese or who have social contacts with them; in the southern islands, it prevails to some extent among non-Christian tribes.

Prohibition of opium-smoking was adopted by the United States government in behalf of the Philippine Islands in 1908. At that time Hongkong opium, according to old residents, sold for eighty pesos per tael (a little over an ounce). The same opium, under prohibition, is procurable at sixteen pesos per tael, giving some idea of the relation of supply to demand now that prohibition is presumably in effect. Hongkong opium of the second class sells at twelve pesos per tael almost anywhere on the Islands; Amoy opium, first class, at seven pesos, and second class at five pesos. One peso is equal to fifty cents in United States money. These prices compare with 30 guilders or $12 per tael in Java, and 13 Straits dollars or about $7 in Singapore but there prices are fixed by the government monopoly and are not the result of the interplay of supply and demand. Apparently enough opium is smuggled into the Philippines to supply all of the demand.

Three reasons for smuggling are cited with great unanimity by government officials, business men, ministers and educators, whether native Filipinos or citizens of the United

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States. The first is lack of appropriated funds. The lone patrol boat attempting to guard about 10,850 miles of Philippine coastline is one of the results of insufficient funds. It is easily seen and outdistanced by smugglers employing fast sea-going launches, or avoided by the native boats. One American is said to have owned a particularly famous launch which he used to make trips to China, and the story is that he openly invited the patrol boat to "catch me if you can." Until 1918, eight patrol boats divided the territory now covered by one. Since then, appropriations have been cut. Last year, according to some officials, too little money was provided to pay informers and for secret service salaries and rewards.

A second and still more important reason for smuggling is graft. One of the Constabulary staff said that a few years ago when an American was caught smuggling he declared that he was carrying on his illicit business only in a retail way while a native secret service agent in the Customs Department, formerly an officer in the Constabulary, was doing it wholesale; and that when the story became known the accused secret service man suddenly fled to Spain.

An investigation recently made in Hongkong disclosed the fact that smugglers had become so bold that they had even used United States consular mail bags for opium shipments, and some seized correspondence indicated that minor Philippine customs officers were offering to deliver opium to any address in Manila for five pesos a tael. It will be seen that methods do not differ materially from some of those used in bootlegging liquor in America. In fact, an American professor at St. John's University in Shanghai, China, H. F. MacNair, has written an essay on the subject entitled, An Analogy in Stimulants.

There is an old story of a Chinaman who offered the American general in charge of occupation after the Spanish-American war, 1,250,000 pesos for the opium privilege. This is related to give some idea of the extent of rake-off for smugglers and grafters. But not all of the graft stories to be heard in the Philippines are old. Many of them are more modern and more personal.

The third reason for smuggling is the length of the coastline and the proximity of other countries. The coastline of the Philippines is about five-sixths that of the United States. It is full of coves and secluded landing places. North Borneo is less than twenty miles from one of the islands, Formosa is about 80 miles away, and China about 250 miles.

THESE three reasons why customs regulations are difficult of enforcement apply to all illicit trade, but more particularly to opium. It is the opinion of officials that not only is opium entering the Islands in sufficient quantities to supply all demands but some of it is being re-exported to the United States and other places. Ships coming from a prohibition country are less open to suspicion and search.

Having read thus far, someone may say: "The answer is easy: appropriate more funds, replace the dishonest officials, and there you are—prohibition properly enforced." Which brings us to the second part of the story, interpretation of conditions.

Let us go back to the news item at the head of this article. For three years or more there has been a persistent request from Geneva that the United States furnish some figures on the working of prohibition of opium-smoking in the Philippines; for a like period persons interested in the subject have besieged the War Department in Washington for such figures; for a year and a half the War Department has been asking the governor-general's office in Manila for this information. Why it has not been forthcoming is a mystery, because the figures, if published, would have been of practically no value to anyone without an independent investigation and interpretation, which was not necessarily implied in the requests; and such investigation and interpretation, if made, would have largely, if not entirely, absolved the governor-general's office from responsibility for the failure of prohibition to function. One should remember, however, that opium-smoking has never been one of the major governmental problems in the Philippines.

IN the course of a world tour made by the writer of this article for the purpose of investigating certain phases of the opium traffic, many of the figures requested were obtained in Manila, and they are being published in a report of that tour. What do they show? That so-and-so many kilograms of opium were seized, that so-and-so many persons were arrested and fined so-and-so much in such-and-such years. All that they prove is that at least a certain amount of opium was trying to get in illegally.

As a matter of fact, prohibition of opium-smoking is not prohibiting in the Philippines, and, under existing circumstances, cannot possibly function successfully. Thousands of tons of opium are produced in China, about 350 miles away—contrary to the Chinese law, to be sure, but the violation being connived at by most of the "war lords"—and great quantities of Chinese and non-Chinese opium are made in Macao (Portuguese) and Kwong Chow Wan (French leased territory), only 500 to 600 miles away; and all of this production that is wanted is able to come direct or via Borneo or Formosa into an archipelago of thousands of islands having a coastline of thousands of miles.

So, when officials in the Philippines make the following statement, they are probably right: that the government is spending all that can reasonably be expected to prevent opium-smuggling; that increased appropriations for preventive service might increase the price of smuggled opium but hardly the quantity; that the heads of the Customs, the Constabulary and the Manila police are as efficient men as can be put into those positions; that even if they could cut down the opium smokers' supplies, they would get an increased morphine, heroin and cocaine problem among smokers restricted in their opium supply. It may be mentioned incidentally that appointments to head departments (Customs, for example) require approval of the Filipino Congress.

With huge uncontrolled supplies of Chinese and Persian opium in the market (the Indian supplies are controlled by a government monopoly, and export is to be wiped out gradually over a period of the next ten years), prohibition of opium-smoking cannot work, and smuggling on a large scale is bound to continue.

The orderly and logical way towards a solution of the problem lies perhaps along this road: First, a world-wide limitation of morphine, heroin, cocaine and similar drugs to medicinal and scientific need, with a government monopoly of opium (for smoking) operated with the welfare of the people and not the revenue in mind, and with elaborate safeguards and provision for eventual prohibition when conditions of supply of prepared opium and drugs warrant; next, a control of (*Continued on page 121*)

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The Common Welfare

MASSACHUSETTS judicial procedure has said that Sacco and Vanzetti are guilty of murder. The penalty is death. Not many people have examined the tremendous record as to who actually committed the killing at Braintree. Almost everyone is familiar with so much of the record as tended to show that Sacco and Vanzetti were anarchists; were "radicals" not in sympathy with the economic and political system of the United States; that their views were dangerous. It was this factor in the case that the "twelve good men of Norfolk" were asked to remember when they went into the jury room.

Not many people are competent to judge whether the evidence as to the killing warranted a verdict of guilty. The general public, however, is perfectly competent to judge whether, in simple decency and ordinary common sense, the two men had a fair trial—remembering the strident spirit of the mob which ruled in those times. A large majority knows—and its knowledge is as good as that of the Supreme Judicial Court of Massachusetts—that the men did not have a fair trial. The elaborate and intricate legal machinery which enables common crooks to escape by excluding everything material, here merely acted as a sluice to let in everything not material, to enable a mob to consummate a man-hunt. There is perhaps a little reason to pause and to consider the result.

In Massachusetts, Cardinal O'Connell is not safe. He is a Catholic; and anti-Catholic movements are recurrent in Massachusetts. He may be next.

In Massachusetts, Moorfield Storey is not safe. He is an anti-imperialist. He may be next.

In Massachusetts, Philip Stockton is not safe. He is president of the Old Colony Trust Company; and the public is in an unpleasant mood regarding activities of large banks and of the control exercised by leading bankers. Should a question arise as to one of his banking deals he may be as innocent as a child; but he is not safe.

Abbot Lawrence Lowell is not safe. He is president of Harvard; and from time to time, in a city growing steadily less Nordic, there steadily arises the hue and cry against the old aristocrat and the old institution. Neither he nor Harvard can count on legal machinery to judge of the issues of any controversy, uncomplicated by some hysteric pressure of prejudice.

Nor is the head of any public utility company, from the Boston Elevated to the little electric concerns in the Berkshires, safe; nor a Jew, in an anti-semitic atmosphere; nor a Gentile when Catholic solidarity is invoked; nor a Negro, where the tide is all white; nor an Irishman where Ku Klux doctrine prevails. The prejudice can enter the court-room, corrupt prosecuting attorney, jury, judge; force a result, which the law will sanctify because it is too clumsy an instrument to sift out the relevant from the immaterial.

THE crudity and clumsiness of method need not be examined here in any detail. The time for that has passed. No longer is there use, now, in commenting on the fact that Judge Thayer sat in rehearing upon a case where one of the major issues was his own prejudice—(yet Judge Anderson was asked to retire from the New England Oil case because it was said *he* was prejudiced)—or in observing that Massachusetts might profitably adopt the New York rule by which appellate courts in criminal matters consider not merely the technicalities of procedure but the whole case. But it is time to say that where the legal system has obviously fallen down in one of its major functions—that of securing an unbiased judgment—either it must be reformed or some other machinery must be devised as a check.

There is the rudiment of such machinery which can be invoked for Sacco and Vanzetti. This is executive clemency. But it must be exercised here in a new spirit. There will of course be an appeal to Governor Fuller. It will not be a mere plea for mercy. It will be a demand that he re-examine the whole case; that he put himself in the position, for a moment, of the men of Norfolk; that he sift out the hysteria; and that, even-handed, he does to Sacco and Vanzetti as he would wish a just state to do by him were he in their place. It may be called clemency. It must in fact be the sane second judgment of society, reviewing an earlier judgment given in an evil time.

"SOFT hearts and hard yeggs have afflicted these United States with a great national plague of crime," declared Lawrence Veiller in an animated article in the March World's Work. Mr. Veiller's phrasing suggests that a bad egg is somewhere involved; his analysis discloses it to be the parole system, which is pictured as "the great American slide," shooting a group of reprehensible individuals over the prison wall back into society. In an open letter to the editor of World's Work Governor Smith of New York sharply challenges a number of the facts on which the assumptions are made and characterizes the article as "absurd and misleading."

The arguments advanced by Mr. Veiller to show the perilous state of the parole system rest chiefly upon two recent New York cases. The more important of these was that of Bum Rodgers, who, Mr. Veiller said, "has been a professional criminal since he was thirteen and has a record of thirteen convictions." Yet, Governor Smith rejoins "Prior to his conviction for robbery in the first degree which was the sentence for which I commuted his sentence he [Bum Rodgers] was only once convicted of a felony

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and the charge was carrying a concealed weapon. Prior o that he had one conviction for a misdemeanor—petit arceny." "His release," continues Mr. Veiller, "was based pon the recommendations of the officials of Sing Sing Prison that this notorious crook was a 'hardworking man vithout vicious habits, upright and industrious'." "What s not mentioned in the article," the Governor counters, 'is that the commutation was based upon the recommendation of the assistant district attorney who prosecuted him ınd a letter from Judge John W. Goff, who made few f any such recommendations and had a reputation of being ınyielding in his attitude toward criminals. Judge Goff's etter expressed a doubt whether Rodgers had ever actually :ommitted the crime for which he was in prison."

In the light of recent admirable studies published by the Subcommission on Causes of the New York State Crime Commission, and of the recent formulation of attitude by he American Psychiatric Association, Mr. Veiller's analysis of crime seems naïvely archaic. Briefly put, it is this: Punishment has been found to deter. But we are a 'childish" and chicken-hearted people who have ceased to ounish when we found that punishment hurt. Hence "crime ıere is epidemic. Our streets and our homes are no longer afe. . . . The facts are so well known that a further tatement seems superfluous."

But are they? Elsewhere in this issue, one of the most xperienced and best-informed of American criminologists uggests that it is our facts that are scanty and ill-substantiated; and that what conclusion may safely be drawn rom them suggests diminution of crime, rather than an ncrease, as compared with our more freely punitive forefathers. "Crime waves" have arisen periodically to be iewed with alarm; but after the shouting was over, sober nvestigation has found very little residue of fact to justify he hysteria they engendered.

IN response to the wide public interest in the subject of crime a special committee of the American Psychiatric Association has studied and reported on some of the egal aspects of psychiatry. This committee points out that ntil recently "popular theories of retribution and esıblished methods of dealing with offenders almost entirely revented a scientific envisagement of crime." They believe ıat crime is capable of scientific study; and that such udy shows that people are actuated by inner compulsions) do things which they know to be wrong in the most ıameful sense. "The scientist . . . . does not wish to ırticipate in the ritual of punishment." He seeks not tribution, but treatment, which sometimes may be as painıl as the sacrifice prescribed by the legal ritual. This, e committee points out, is not a soft-hearted, weak-minded ddling of the criminal, often derided as too "human" an titude. Through all primitive society, including the esent, it is the clamor for vengeance which has been opularly "human." No modern society would tolerate e tortures which have been inflicted in past centuries as nal punishment and which have failed to deter people om wrong-doing (see The Survey, March 1, 1926, Does unishment Pay? By Charles Platt). If the public agitation of the present time is to do more than relieve the minds of those who are agitating, it must base action scrupulously on verified fact and carry through not in a spirit of blind vengeance but of calm and scientific consideration of both the criminal and the society menaced by his actions; above all, with an emphasis on the long-range job of prevention.

THE Jacksonville agreement which for three years, theoretically at least, has maintained a sort of peace in the disorganized bituminous coal industry of the Central Competitive Field, expired on April 1 and thousands of miners found themselves idle under a suspension which is neither a strike nor a lockout (see The Survey, March 15, page 773). Far from taking "no backward step," the union leaders took all possible backward steps except a reduction of the Jacksonville wage-scale. The principle of collective bargaining on a national basis on which the union has been built was abandoned first in favor of district agreements and then of agreements between operators and workers of individual mines. Operators maintain that the unionized fields can be saved from extinction only if they can compete with non-union mines and that such competition is impossible on the basis of the $7.50 day wage-scale. The suspension begins, therefore, with a curious reversal of the usual situation, the operators attempting to prove that the tie-up is complete and the union leaders, whose strike propaganda usually insists that not a man is at work, eagerly pointing out every mine, however unimportant, which is adhering to the Jacksonville wage-terms.

Because of the decrease in union territory and membership of the United Mine Workers and because of the large reserves of soft coal now on hand, neither the government nor the industries dependent on bituminous supplies are "viewing with alarm" the present languid "strike." The real sufferers are, as usual, the idle miners, probably close to 200,000 in number, and their dependents. Their unhappy situation underscores the futility of the "fighting bulldog" tactics of their present union leadership. Simply to devise and repeat a slogan, without reference to the economic and technical facts, is the way of petty politicians, not of statesmen. The Department of Education and Research of the Federal Council of Churches, in a review of the bituminous wage controversy just published, states the case thus:

> The problem here is to apply a clear moral principle in an over-developed, highly competitive industry in which there is a difference in labor policy between union and non-union employers. When non-union operators are able to cut wages 30 per cent or more below the union scale and still hold their working forces, a fact is present which is not counteracted merely by moralizing. Evidently the first approach to the difficulty is to explain why the fact exists. What can be done about it remains to be seen.

The report adds this very intelligent suggestion:

> In the railroad industry it is being demonstrated that unions and management can effect great economies by a cooperation which calls for new attitudes and new methods on both sides. The emphasis upon the elimination of waste, remodelling technical procedure, improvement of facilities, and stabilization of employment has proved to be "good business" for all concerned. Those who inaugurated the movement which brought these results in the railway industry had sufficient wit to set

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the men and management to thinking about something other than grievances. Every incentive is present for the men and management in the union coal fields to work along similar lines. The principles upon which the movement in the railway industry is founded open up a vista of unlimited possibilities. Men and management are learning what it means to work together instead of at cross purposes.

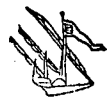
THE United Mine Workers were once at the forefront of the progressive labor movement. With the Machinists, they were trail-blazers in leading American workers out of the wilderness of low wages and bad working conditions toward a goal similar to that which for half a century has inspired British labor. The founders of their organization came from England and Wales. Their present predicament is remarkably like that of the British miners after the failure of the recent general strike. And for similar reasons. They have not readjusted their policies to the new technical situation which is challenging all labor to rise to a new status involving a new responsibility in industry.

Fortunately other labor groups seem determined that the challenge shall not go by default. On April 9 and 10 the trade unions of Philadelphia, under the auspices of their Central Labor Union and Labor College, conducted a Conference on the Elimination of Waste in Industry. Taking their cue from President Green's emphasis on the importance of all proposals that open up opportunities for cooperation between unions and management, and with a view to giving a practical effect to resolutions adopted by the American Federation at Atlantic City and Detroit (see The Survey, December 1926, page 374, and November 1925, page 168), the invitation to the Conference declared:

> If labor is to have a greater share of the industrial productivity, it must be mindful that none of its efforts are wasted. It must demand the setting up of machinery whereby such added productivity may be properly measured and translated in terms of added wages. It is essential that labor everywhere should take the initiative in attacking the problems of industrial waste.

This new attitude was given case illustration by officers of the local unions of the Full-fashioned Hosiery Workers, the International Printing Pressmen's Union, the Steam Fitters, the Tapestry Carpet Weavers. Fred J. Miller, past president of the American Society of Mechanical Engineers, gave An Engineer's Attitude Toward Waste; Matthew Woll, vice-president of the American Federation of Labor, told of labor's interest in The Elimination of Waste, and Professor Irving Fisher of Yale discussed The Economics of Waste. For a day and a half engineers, managers and trade union leaders worked jointly at problems of technique which were formerly assumed to be beyond the jurisdiction of labor, but in whose solution the cooperation of labor is increasingly seen as essential.

If, as these trade unionists of Philadelphia hope, this first conference leads to others on the same subject in other industrial centers, it may well prove to have as great historical significance as the meeting of trade union leaders in Pittsburgh which led to the establishment of the American Federation of Labor. The future of the labor movement depends upon the ability of its leaders to take the initiative in attacking the problems of industrial waste and so winning back for the workers some measure of their lost control over the tools and skills of the workshop.



KANSAS now joins in accepting the money offered by the federal government under the Sheppard-Towner Act for the period of two years, beginning July 1, and becomes the forty-fourth in the company of cooperating states five years after the first ones began with the earliest federal appropriation, four years after her legislature could have voted to participate. Including this latest newcomer, with Hawaii and Porto Rico, the states cooperating over their vast area with each other and the government leave only four outside, Connecticut, Illinois, Maine and Massachusetts—three in New England, and one the midwestern seat of the second city in this Republic. It is indeed difficult to explain their attitude. Not one of the four is distinguished by brilliant progress in reducing its infant death-rate. Maine has recently voted in both houses for acceptance, and the measure awaits only executive signature. If and when Governor Brewster affixes his name to it, Maine will become the forty-fifth cooperating state.

FOR the first time in its history Chicago had the choice between two men who had served it in the mayor's office. In defeating Mayor Dever's re-election and returning former Mayor Thompson for a third term by a plurality of 83,000 in its largest total vote of 993,617, the shadow on its brightening sun-dial turned backward.

The issues at stake were as clear-cut and decisive as was the contrast between the two men and their records. Elected for his first term in 1915 in a republican landslide, William Hale Thompson had a rare opportunity to make a name for his city and himself. But he chose for his cabinet and political advisers men whose reputations and abilities were far from winning the confidence of his party or of public spirited citizens. His administration was that of a faction catering to bi-partisan adherents, built with spoils patronage and growing steadily more inefficient and corrupt. The courts intervened to set aside violations of the civil service law, to sentence to jail half the School Board for contempt and its attorney for embezzlement, to recover several millions of dollars fraudulently taken as fees for appraising property needed for city improvements, and to impose judgments for unpaid bills amounting to over $12,000,000, which could be met only by a bond issue.

With such a heritage, William E. Dever entered upon the mayor's office for which he was sought by a great majority of his fellow-citizens because of his long service in the City Council and the Superior Court. With a preeminently qualified cabinet and the widest cooperation ever sought by any mayor with civic, social, commercial and industrial interests, he established integrity and efficiency in the demoralized police, fire, school, library, local improvement and financial administration of the city, with no scandal or suspicion on his record. Great constructive projects were completed, within estimated costs. Impartiall

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without partisan, class or sectarian bias, he served his whole city. All the Chicago newspapers, except the two operated by Hearst, supported Mayor Dever for re-election.

His defeat is due to the predominance of those who seek gains for personal and partial interests without counting the cost to public welfare. Personal preference for the liberty of liquor won over the reasonable enforcement of prohibition laws which Mayor Dever carried out though he did not personally favor. Thompson's promise of a wide-open town rallied the under-world. Party regularity overcame open warfare against a hated faction and imposed the openly discredited candidate upon the city. Protestant fanatics covertly introduced their anti-catholic venom against a loyal American singularly free from sectarian bias. Diverted from attention to the real local issues by the clownish defence of "America First" from the preposterous assertion of Britsh interference with our public schools, 83,000 more citizens of Chicago preferred Big Bill Thompson to William Emmett Dever, 59,215 of whom voted in the rapidly extending Negro district, whose vice-lord was Thompson's floor leader in the City Council and whose better citizenship was ignored and left unprotected by him.

Thus the sporting heir of inherited wealth, of low intelligence and moral irresponsibility, is chosen as the chief executive of the second greatest American city, whose politics he regards as a game and its public offices as the stakes belonging to the winners. Meanwhile Mayor Dever retires into the rest to which his twenty-six years of loyal public service entitle him, with a reputation as wage-earner in a tannery trade, as lawyer and judge, as city councilman and mayor, which will stand.

CHINA, India and the United States stand alone among the populous countries of the world in failing to provide constructive care for the aged, according to an extensive study of old-age provision recently published by the Pennsylvania Old Age Commission. The bill passed in May, 1925, to continue the work of this Commission especially instructed it to study and report on the feasibility of a contributory scheme to ensure citizens of the state against the economic hazards of old age, as contrasted with a straight pension plan, and on the actual working of these plans in this country and abroad. The conclusions of the Commission, of which James H. Maurer is chairman and Abraham Epstein research director, are clear and direct. The present systems of poor relief and almshouse care are antiquated, inadequate, and costly. For example, the average old-age pension granted in Montana during three years' experience is $3.03 a week; the average cost of maintaining inmates in the almshouses of that state had been from three and one-half to five times that amount. The insurance or pension plans inaugurated by private employers cover at a liberal estimate not more than 5 or 6 per cent of the 1,800,000 needy aged at the present time; many of them are organized on an unsound actuarial basis; only about one worker in six in agriculture, industry and transportation may have any expectation of ever claiming a pension. A canvass of opinion among business men and industrial leaders in Pennsylvania indicated a general feeling that state action was necessary. On the basis of these findings, an exhaustive study of pension plans here and abroad, and of actuarial tabulations which show that a plan of contributory pensions would be both workable and economical, the Commission urges Pennsylvania in particular, and the rest of America by implication, to join the ranks of other progressive countries in which about 650,000,000 persons are protected against want and dependency in the years when they no longer can earn a living.

TO further the national interest in old age legislation there has recently been organized an American Association for Old Age Security, with Bishop Ethelbert Talbot of Pennsylvania as president and vice-presidents and council members from a score of states. Although interest in this subject is of comparatively recent origin in America, bills have been introduced in approximately forty of the state legislatures during the past five years and since 1914 eight states—Arizona, Montana, Nevada, Pennsylvania, Wisconsin, California, Washington, Kentucky, and the Territory of Alaska—have actually passed old age pension acts of one sort or another. As the Pennsylvania Commission points out, "our laggardness in humane provisions for the decrepit aged is not surprising in view of the newness of our country, our ample supply of free land and the comparatively recent development of our industries. As long as our population was centralized largely in rural districts and as long as we remained a dominantly agricultural nation there was no serious problem of old age dependency." But with the expansion of industry, the migration from country to city, the disappearance of free land, and the general increase in the length of life, dependency in old age has ceased to be a stigma of individual improvidence; in most cases it is the result of social conditions beyond individual control. The poor laws of many of our states repeat the provisions, in some cases the actual wording, of the statutes of Queen Elizabeth when the average life span may have been 33 years. Now that it has been lengthened to approximately 56, there is need of an overhauling of both our thinking and our social machinery, such as is contemplated by this new association.

SECOND of the great industrial state legislatures to recognize the principle of the forty-eight-hour week for women in industry, the New York Assembly in its frantic closing week passed the modified Mastick-Shonk bill recommended by the State Industrial Commission (see The Survey, March 15, page 782). The new measure is not a "straight" forty-eight-hour law. Its various exceptions and modifications make it hard to apply and complicated to enforce. But even with the seventy-eight fluid hours of overtime, theoretically allowed to take care of seasonal peaks throughout the year, the maximum work-

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week is cut from fifty-four hours to fifty-one and the principle of the weekly half-holiday is recognized.

The law was passed after twelve years of steady pressure by such groups as the Consumers' League, the State Federation of Labor, the League of Women Voters, and the Women's Trade Union League. It has had the unwavering opposition of manufacturers' associations and, in recent years, of the National Woman's Party, which prefers the theory of equality to the fact of a civilized work-day for women. Arizona, California, Kansas, Colorado, Massachusetts, Montana, Nevada, Utah, Washington, New Mexico and the District of Columbia already have forty-eight-hour laws, many of them with exceptions and modifications. The Massachusetts textile industries have tried persistently to change the forty-eight-hour law in that state, but the recent legislative session, in spite of powerful lobbies, defeated an amendment to permit a ten-hour day and a fifty-four-hour week during the rush season. The North Carolina Assembly defeated "with derision" a measure cutting the hours of labor for women workers to fifty-five. The Illinois forty-eight-hour bill, which has had almost as long and tangled a history as the New York measure, was again introduced this year.

In New York, 1,135,295 women, or 26.9 per cent of all "females 10 years of age or over," were reported "gainfully employed" in the 1920 census. The new law applies to the two largest divisions of these workers: women in factories (including laundries), 430,966; and women in stores, 71,516. Thus for 502,482 women or 44 per cent of all women working in the state, the new law means a lessening of toil and a long step toward the forty-eight-hour week which economists and sociologists generally recognize as the most that should be exacted under modern conditions of relentless, high-speed, machine production.

APPARENTLY the hip-flask virus is producing its own antitoxin to protect the young. From coast to coast, i.e., Philadelphia, Chicago, San Francisco, comes news of a spontaneous uprising of "Slow Clubs" which cast cold water on the popular and fearful legends of flaming youth. The Slow Club movement—for such it has come to be—had its origin in Philadelphia last October when one "Dusty" wrote a letter to the Evening Bulletin. George F. Kearney tells the whole story in the current issue of The Playground. "Dusty" felt that he could pass in looks and manners, but he couldn't dance, wasn't "extremely collegiate," and couldn't talk nonsense; was he therefore "dead" or "slow?" And was it because of this that he had so few girl friends? On November 5 "Rose Marie" answered his letter through the Bulletin to say that she considered his sentiments very sensible. "Wouldn't it be lovely," she sighed, "if we could start a club of just such persons—those who do not go to extremes in everything?"

From this germ grew a packed meeting in a public library auditorium. "Rose Marie" turned out to be a 19-year-old stenographer, a church member who could do a deft Charleston; "Dusty" was a high school student of like age. There seemed to be unlimited numbers of other youngsters who were out for fun, not fury. Now brought together by newspaper announcements, helped but not directed by the Y.W.C.A. and Y.M.C.A., there are twenty-eight chapters in Philadelphia with a membership of 15,000. They dance, they give plays, they debate, they sing, they hike, they organize literary clubs, glee clubs, camera clubs, athletic clubs. In short, they seem to do all the things that recreation leaders have dreamed of. The idea and the name spread to Chicago and on to San Francisco, sponsored by local newspapers. The initial meeting in Chicago, presided over by an artist's model of seventeen, decided the Slow Club members could be anything from sixteen to thirty-two; that they would dance, but not drink or pet; that smoking would be left to "individual discretion."

How does all this differ from the ideals on which dozens of earnest organizations have been concentrating for years? Simply but significantly, if the reports are correct, because it is fun without a flavor of philanthropy, organized by boys and girls who know what they want and have found a way of getting it for themselves.

EIGHT months ago the "floating university" set sail from New York for a high-hearted attempt to translate the "grand tour" of our grandfathers into modern college terms (see The Survey, October 1, p. 42). The S.S. Ryndam was chartered by the University Travel Association, Inc., to carry a group of college men who would pursue their studies under a carefully selected faculty while they cruised through Occident and Orient and the broad seas between. But in a last minute shift of plans some fifty "co-eds" and a group of middle-aged tourists were included. This complicated the experiment, and the disquieting tales that have followed in the wake of the Ryndam are probably due in part to the ill-assorted student body. From several ports it was necessary to ship home students who had indulged themselves in "conduct unbecoming a gentleman." The editorial columns of The Binnacle, the Ryndam's college paper, have carried repeated plea to students to refrain from excessive drinking in port and from even more serious misbehavior. But similar outbreaks are not unknown to campuses ashore and it is probable that the Ryndam students as a body have suffered from newspaper reports of the sins of the obvious misfits among them. Plans for a second cruise next year include various changes based on the first year's experience. The student body, composed of men only, will be limited to 375. Each applicant must present satisfactory credentials as to character, scholastic standing and health, and be personally interviewed by a member of the cruise management.

There are all sorts of stirring possibilities in the idea of taking a year of one's college course at sea. To translate that idea into actuality includes dealing with such difficult factors as personality, self-control and poise. But as a hopeful attempt to give young America first-hand acquaintance with the world in which he lives and the peoples that dwell on it with him, it deserves sympathetic interest and unexcited remedying of its initial mistakes.

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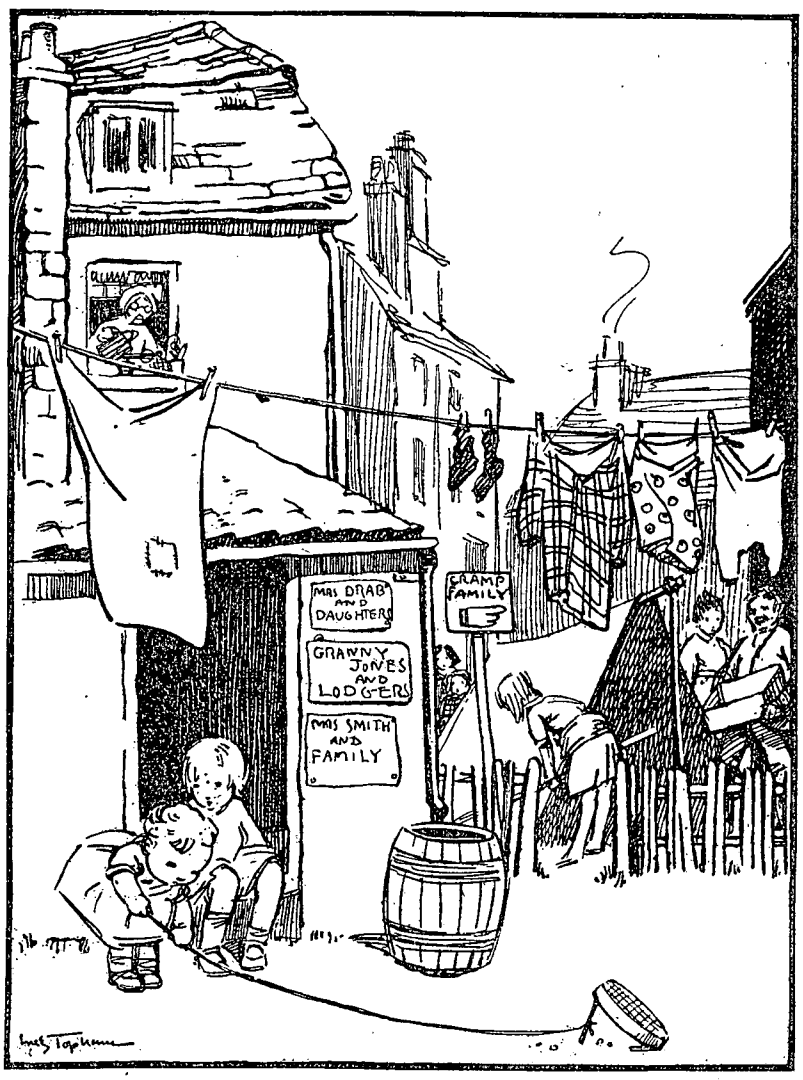
What Makes Children Grow?

By MARY ROSS

LIKE the ancient enigma of the hen and the egg is the philosophical problem of poverty. Are the poor the cause or the result of the miserable conditions which mark their lives—bad housing, insufficient food, meager income, lack of education and the like?

Cutting straight across the abstract vicious circle comes n almost incredibly painstaking official investigation of Poverty, Nutrition and Growth recently completed by Drs. Noel Paton and Leonard Findlay and a group of associates under the Medical Research Council of Great Britain and just published by His Majesty's Stationery Office (No. 101, Special Report Series. 333 pp. Price 10 s.) The work which it reports was begun in 1919 and carried through 1925, with the aid of grants from the Carnegie United Kingdom Trust, in the three largest Scotch cities, Glasgow, Edinburgh and Dundee, and in agricultural and mining districts in Scotland. It outlines an attempt to evaluate in concrete terms the specific influences and weights of the varied actors of heredity and environment in the development of children—a pioneer effort unique in the annals of public health and sociology both in its scope and in the meticulous scientific safeguards to which both original data and conclusions have been subjected.

The evidence on which the report is based was obtained by a corps of trained workers through child welfare centers and by house-to-house visits, involving nearly 11,000 children of pre-school age and about 1,500 of school age, who were studied intensively as to height, weight, nutrition, and growth. Were the city children smaller and thinner than their country cousins? In either case, was there a direct relation between the physical development of the child and the father's income or the number of children in the family; or the number of rooms in which the family lived; or their food, including the use of milk; or the health of the mother and her working conditions, in home or factory, before and after the birth of the children? Each of these and other similar questions were studied in the greatest detail, and the results for this class and group of children were such as apparently to upset some of the generalizations on which social workers, nurses and physicians have hoped to rest comfortably.



Courtesy of Maternity & Child Welfare, England

Overcrowding, and inferior mothers, seem to go hand in hand

Slum children between the ages of one and five were found to be about 10 per cent lighter than country children, age for age, but there is evidence that this difference is at least in part an inborn characteristic: the town parents were smaller. More and more the towns are ceasing to draw recruits from the country and are breeding their own population. There was little evidence of a difference in the *rate* of growth in the two groups of children except in the first eighteen months of life; the country babies seemed to get a slightly more rapid start, but after the first year and a half the city children equalled or surpassed them in this respect.

Likewise there was little evidence of a direct relation between the size or nutrition of the child and the income of the family per person; or between the size of the child and

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the air space per person in the dwelling; or between the health of the mother and the height and weight of the children. The three towns afforded absolutely no evidence that the industrial occupation of the mother was detrimental to the growth and nutrition of her children.

No statistical method can answer the fundamental question of whether the difference in size of town and country children depends on the diet or whether the difference in the intake of food is dependent upon the demands of the two types of children . . . A consideration of the relative weights of adults and of children in city and country suggests the possibility that the dwellers in the former require a smaller supply of food than those who live in the latter. . . . In the light of our present knowledge it would seem that the usually accepted estimates of the dietary requirements of families, especially of the urban poor, require revision. . . . The town dweller is generally one upon whom no great demands for the expenditure of energy are made, and who is accustomed either from necessity or choice to a restricted diet. The requirements of growth might therefore be met fully by a surplus food supply smaller than that required by a big country child with its greater activity and exposed to all weathers as well as being accustomed to a liberal diet. . . . That the difference in the size of the town and the country child is not determined by the amount of fresh milk consumed is indicated by the well-grown children of rural miners whose family consumption of milk is as small as that of the slum families. . . . The evidence seems to show that even upon the low intake of something less than 2,600 calories per man per day and a supply of only about 0.4 pint of milk, the city slum child, at least after 18 months of age, grows at the same rate as the country child with its 3,250 calories per man per day.

The investigators are careful to point out that because they found little direct relation between the growth of children and the environmental factors which have commonly been considered important—such as food and housing—it cannot be safely assumed that none exists. If such a relation does not exist, however, it is masked by some other more powerful condition. For example, there may have been harmful effects in the absence from home of the factory mothers, which were more than counterbalanced by the result of their extra earnings.

IN spite of all the advance expectations of the workers who were engaged in this study, only one thing stood out clearly and constantly as affecting the physical development of these Scotch children. That was what they called "maternal efficiency." The correlations between maternal efficiency and the height and weight of the child were significant for all ages and all groups in city and country alike. Generally speaking, when the mother was interested and able, all the other measurable conditions of the family life—housing, income, food and so on—proved of minor importance in the growth of her children. Upon her first and chiefly depended their chances for normal development.

"Maternal efficiency" was hard to define and even harder to analyze.

Even among animals there are good mothers and bad mothers—good mothers who rear a large proportion of their young and bad mothers who neglect or are indifferent to their offspring. . . . A worker of experience is able to classify mothers in this respect into good, bad and indifferent. When the children are repeatedly found to be dirty or verminous, badly clothed and left in bed until all hours of the day, when the house is constantly dirty and uncared for, the mother without doubt is inefficient. It is in this sense the term is used here.

What makes good mothers—or, speaking more cautiously and exactly, under what conditions are good mothers found? Surprising enough was their first discovery—"evidently within the class studied, income is not a dominant factor affecting the efficiency of the mother." The mental examination of a limited group suggested that the good mothers were more intelligent than the bad ones, and this point is recommended for further study. The health and efficiency of the mother seem somewhat interdependent, especially in the rural families where there is little overcrowding: there health seemed to be a prime factor in determining the quality of the mother's care. Yet when the efficiency of the mother was kept at a constant level, her health bore no significant relation to the weight and height of the child.

EFFICIENT mothers were found more often among the smaller families in the less overcrowded homes than when there were many children and cramped living quarters.

In other words, overcrowded dwellings and an inferior type of mother tend to go hand in hand. What is cause and which effect, is, however, another matter. The results of various statistical studies on fertility show that the population is being recruited mainly from the improvident type of parents, who contribute more than their share to the birth-rate. It is thus a question whether the larger families are the product primarily of inefficient parents, or whether the greater number of children leads to a less degree of care being shown for the well-being of the offspring. . . . The provision of improved housing accommodation by permitting a larger proportion of mothers to care efficiently for their children and homes might prove to be a beneficial measure. What is not demonstrated is that simple increase of income would be followed by improvement in the condition of the children. Bad parents, irrespective of their incomes, tend to select bad houses, as the money is often spent on other things.

Like any other careful piece of scientific work, this Scotch study raises at least as many questions as it answers. Why, for example, does the country baby get a better start than the city baby, only to lose it after eighteen months? Are the good mothers really the more intelligent ones? And so on. One deduction at least stands out clearly—the problem of poverty is infinitely more complex than a mere lack of money; there can be no one panacea which will solve it.

. . . a position must be taken up removed from that of the sociological or political theorist, on the one hand, who believes that a simple increase of income would remedy all evils, and from that of the thoroughgoing eugenist on the other. The evidence supports neither extreme, but seems to indicate that the current teaching gives too much rather than too little weight to the environmental factors. . . .

And beyond that, even the modest conclusions of the investigators suggest one direct method of breaking the vicious circle—the pursuit of that complex but all important quality of maternal efficiency, which seems powerful enough to negate the bitter handicaps under which many families must struggle at this time. Any social measures which will arouse the mother's interest and supplement her efforts to care for her children and her home promise, if we accept these conclusions, a more immediate return in social well-being than the abstract roads to Utopia which ignore the human factor.

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A County Adventure in Dental Hygiene

By KATHARINE FAVILLE, R. N.

BARBER COUNTY—visions of a great stretch of water and a clean sandy shore, washed by waves now gently playful, now violent from the force of the winds; of tractless stretches of pine woods and cut-over timber lands, hiding small clearings and fields peppered with stumps; of cabins where children swarm in the dooryards, and women work barefooted in the fields; of snarling dogs as ferocious as wolves.

Over the sandy, hilly roads the open Ford of the county nurse chugged many miles to the little one-room schools with their country children; to classes of women so eager to learn how to give better care to their sick in that back country where doctors seldom came, and so anxious to know more about how to keep their families well, that they would walk miles, carrying the babies, while small children tugged at their skirts. There was one doctor for a county of some seven hundred square miles, one county public health nurse —and no dentist. Never were days more crowded with tasks to be done by one nurse, never was a nurse more happy in the doing.

Among the people of Barber County she found an absolute lack of dental care. In one school she found several children around twelve years of age, who had not a tooth left in their heads. Inquiry as to the cause led to discovery of a neighbor possessed of a pair of dental forceps; if a tooth ached, she obligingly pulled it. The nearest dentists were miles away and many families never had a chance to go outside the county.

The nurse talked about toothbrushes, diet, and proper dental care until she was hoarse—the children got the first, parents attempted the second, but the community had nothing to offer by way of the latter. Something must be done. The problem was discussed in nursing committee meeting, and then taken before the town council. Finally it was decided to go down to the state dental college to consult the president, a man greatly interested in public welfare. Surely he would be glad to listen to this need. The town ouncil agreed to guarantee to any qualified dentist an income of $150 a month and furnish an office; they laughingly added a promise to provide all the fishing and hunting is heart could desire.

THE college president was interested—particularly in the fishing and hunting—and said that he would come himelf were not his vacation plans already made. However, he greed to present the matter to his faculty and graduating lass. The next day he had an answer ready in the person f one of his best graduates, who hoped eventually to go back to a far distant home to practice but had no immediate esire to leave the state. The college offered to loan him traveling equipment for the summer.

Triumphantly the news was born back to the town council, who were reminded that it was more to their advantage o send in patients enough to pay the promised $150 than to make up a deficit from town funds. They agreed.

Office set up, sign displayed, the dentist waited for work. ate that evening the nurse hurried in, eager to hear of he day's adventures. The dentist grinned his appreciation.

"Just one," he announced.

"Well, they are all waiting for some one to try you out to see how much it hurts. I've heard them talking about it wherever I have been. You must remember that many of these people never saw a dentist before."

"That's all right, but wait until you hear about my case. You know about the homecoming which everyone is getting ready for—lawns cut, houses painted, and all. Well, a man came in this morning, sat down in the chair, opened his mouth obligingly and not a tooth could I see in his head. Then he explained that he wanted a set of plates made by next Monday. I told him that I was not equipped to do that work here. I would take his measurements and send away, but there was danger that the plates might not fit. He sat up astonished and said, 'Good God, man, these ain't for use. I ain't had a tooth in my head since I was twenty. These is for looks. Wife's folks are coming for homecoming next week and ever since we went to the city a year ago she ain't give me no peace about the looks of my mouth. Now you're here she says there ain't no excuse at all, and she says if I don't have teeth in my head when her folks come visiting, she won't let me come to the table. And I know her. She won't, either. These teeth is just for style, to last a week—part of this homecoming foolishness.' And now," added the dentist, "it's up to me to produce the teeth and preserve the family peace. Can you beat it!".

PATIENTS came one after another and soon the dentist was busy all day. After several weeks a schedule was made out whereby he spent half of each month in town and half in the country. His itinerary was published ahead of time in the county paper, and announced through the country churches. The nurse managed this part of his program for him and made arrangements to get him and his equipment to the distant settlements, where he was put in charge of the local nursing committee responsible for the public health work. Once, when the equipment had been set out and the dentist was ready to begin work over a barber shop, the barber stuck his head out of the window and in stentorian voice shouted down the street, "Dentist's ready to begin. Who's first?" From nearby houses women could be seen emerging, wiping wet hands on aprons, shooing reluctant children down the road towards the barber shop.

Again he opened office in the country church and the tolling of the bell announced his arrival to the countryside. He worked far into the evening caring for farmers who could not leave their fields until after sunset.

There was the family of six children whose father's sole income was gained from the sawing of shingles for the neighbors, and the meagre crop grown on the tiny clearing. Never were there six children with mouths in worse condition. The nurse begged the father to send them to the dentist at the church. His answer was a shrug, "No money." Persuasion finally extracted a reluctant promise "to see what he could do," and the next day the six came struggling down the road, kicking up a cloud of dust with their bare toes.

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Trustingly they came to their friend, the nurse, with the message, "Pa sent us because he promised you he would, but he said to tell you to do just one dollar's worth, as that's all the money he has till he gets more orders for shingles." They handed out their dollar bill with satisfaction. It was a problem in high finance to know where a dollar's worth of work began and ended, but due to the generosity of the dentist, those six children went home at the end of the day ready to start school in the fall with mouths in good condition.

So the summer wore on. Many were the little hands held by the nurse while the dentist filled and pulled, the children telling their parents they would go "if the nurse would stay right with them." And in the fall—when weather grew cold and the snow shut in the roads, after all villages in the county had been visited, the dentist shut up shop and started for home. He left behind him children who were having a better chance at health and a community converted to the cause of dental hygiene, looking upon good teeth as a necessity which they must afford, no matter how small their incomes. They were resolved to do their best to induce a dentist to settle permanently, assured of the fact that they could secure work enough to guarantee him a comfortable living.

The cost? Not a cent had had to come from the town treasury. Each month the fees, small individually, had mounted high above the $150 guarantee set; the leanest month brought in more than $200. And the dentist? He had grown tanned from his summer in the open, from the Sunday fishing excursions and early morning swims; and he had saved enough from his summer's work to help purchase the equipment needed to start business back in his own town. It proved an experiment worth repeating in any isolated rural community that believes in the economy of spending money to keep well, and that can enlist the cooperation and interest of a dental college.

Nurse and Social Worker

By ANNIE LAURIE, R.N.

MANY of us can remember the time when the visiting nurse's attitude on receiving a call from the family welfare society was: "Oh, there is one of those Associated Charities' cases, and there is never anything important to do for them." And the attitude of the Associated Charities' visitor was much the same: "There is one of those visiting nurse cases and they always want the impossible." But now organizations of social workers and of public health nurses are bringing up the subject of professional cooperation, and both professions are alive to the need and possibilities of a joint technique.

If all public health nurses were well trained, with a post-graduate course in public health, and if all social workers were graduates of a school of social work, we would have little difficulty in adjustment. But as yet there is much to be hoped for in the training of both groups. Too often the nurse believes that the only legitimate work of the social worker is to give material relief, while the social worker feels the only real use of the visiting nurse is to give bedside care.

The supervisor of our Associated Charities defines "social work" as "an effort to develop the personality of the individual and to bring him up to the highest level of which he is capable." Reflect what a big part health and adequate care in sickness must play in working out such a program. How can social work and public health nursing keep from becoming interwoven? Our problem is to find the means by which they can work together to the best advantage of the individual and the family whose ultimate good is the real desire of both workers.

Intelligent cooperation between agencies must begin with the executives and extend through the entire staff. The executives must have a thorough understanding of each other's work and problems; a friendly attitude goes a long way in the adjustment of difficulties. If criticism must come, let it be constructive. When a spirit of antagonism exists between the heads of organizations or the supervisors, it is useless to hope for intelligent cooperation among workers.

In Erie we have a twice-a-month luncheon meeting of the executives of the various organizations and their assistants, which has done much to bring about a better understanding. Subjects of common interest are studied and recommendations made. A more formal meeting with opportunity for discussion and recommendation is found in the advisory councils of community chests.

In working out a policy of cooperation, a friendly and intelligent interest and understanding between the different staffs is essential. They must know each other face to face, not just by telephone conversations. They must know the work, aims and limitations of each other's organizations. This has been done by having the executives of the different organizations come before our staff and explain their work. Our staff is urged to take this opportunity to ask questions. In turn, I have gone before the staffs of other agencies to explain our work, limitations and aims, and I feel, after such a contact, a definite advance in this technique of cooperation. We have a Monday Club to which many workers go, giving the staff nurse and the visitor a chance to meet socially. A tea or a joint party occasionally offers another friendly contact.

I wish every public health nurse would become familiar with Karl DeSchweinitz's Art of Helping People Out of Trouble or Mary E. Richmond's What is Social Case Work?, and that every family welfare worker would read Mary Gardner's Public Health Nursing. It might help them toward a better understanding of what each is trying to do.

Wherever there is a family case-conference committee, the nurse in the district is included, and here again is a chance to hear different sides of a question talked out and to meet practically every worker in the territory. One of the points we have emphasized is the necessity of taking time for conferences between the workers in the same family. Our different hours have been a source of difficulty here, for nurses come to the office at 8 A. M. and are in their dis

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tricts at 8:45, not returning to the office again that day, while the social worker is usually not in her office until 9. To solve this difficulty the Associated Charities has given us a schedule of the time each visitor is in their office, so the nurse can call from the field if she wishes to make an appointment with a visitor. This schedule is posted on the bulletin board and the nurses are held responsible for getting in touch with the visitors. The visitors and nurses are urged to find out each other's telephone numbers so they may reach each other out of hours if necessary. Is it fair to encroach on their time off duty? So far, we have had no complaints and a better understanding exists where it is not necessary to wait several days to talk over a question of immediate importance.

Among public health nurses there is a generally accepted principle that no two groups of nurses should visit the same home at the same time, but between the nurse and the social worker such an arrangement is not possible. Neither can do the work of the other, so they must work side by side, with as little overlapping and duplication of effort as possible. Tolerance and understanding of each other's work and willingness to cooperate will make for the permanent good not only of our organizations, but of the patients and clients whom we serve.

Educating Doctors

By Michael M. Davis

THE Commission on Medical Education, headed by President Lowell of Harvard and including in its membership several other general educators as well as a distinguished gathering of physicians, medical teachers and scientists, has just issued a preliminary report, avoiding conclusions but presenting the facts which it has collected. Chief among the topics considered in the study, directed by Dr. Willard C. Rappleye, are such questions as: What is medical practice today? What does the community demand of the practising physician? What kind of work is asked of him among the many different sorts of activities which physicians may now engage in? The Commission set out to gather facts which might help in setting an objective or goal for medical education.

The objective basis so far obtained is slim enough, considering the size of the problem and the variety of conditions to be considered. Some five hundred "recent graduates in medical practice in communities of 50,000 or less, in twenty-four states and two provinces," reporting on a questionnaire, "estimated that less than 10 per cent of their patients needed hospital care and that they felt competent to diagnose and treat over 90 per cent of the complaints met in their practice without the aid of consultants or specialists."

On the other hand, the Commission found that a great proportion of recent graduates are actually entering specialties rather than going into general practice. No data are collected from the larger cities, in which one-third of the population of this country and more than one-third of the physicians are located. Here the picture might be different. Nor is anything said concerning the lay habit of seeking specialists, now well drilled into the general public in both large and medium-sized communities by a generation of rampant specialism within the medical profession.

The trend of this preliminary report is to suggest that the goal of undergraduate medical education is the training of the general practitioner, a conclusion which most laymen whose sick relatives have gone the rounds of many specialists are likely to hail; but that is a very different thing from implying that medical practice in the future will be conducted largely by general practitioners. Presumably later study will include city and town conditions, and future reports will make more clear the implications of the facts instead of leaving them to interpretation or misinterpretation.

To find a group of men dealing with so deeply professionalized a subject as medical education who step, at least momentarily, from the box of the specialist into the spacious areas of general education is refreshing and significant. As in school-work, the recent emphasis has been not on the subjects to be taught, but on the help that a child needs to develop aright in a modern world, so the report of this Commission begins by pointing out that

> While changes in community life are modifying the character of medical practice, the great growth of knowledge of the causes, treatment and methods of preventing illness has had, at the same time, marked and far-reaching effects on individual and community welfare. . . . With these and other general considerations in mind, we have felt that the sound approach to the problem of medical education would be an attempt to secure an adequate picture of the demands for medical services and of the actual health needs of the population. These demands and needs obviously should not be the sole guide in shaping a basic course but they should be kept in mind as the ultimate objective of medical preparation.

Those at all familiar with medical schools will appreciate how radically different is this approach to medical education from that which starts by considering such matters as whether third-year students shall receive clinical instruction in the out-patient department or in the hospital wards!

THE PRICE of the House of Health series of booklets published by the American Child Health Association is ten cents each, not five cents, as was stated erroneously in The Survey of February 15.

"NAW, IT WON'T HURT" was the slogan adopted for the campaign to abolish diphtheria in the town of Ogden, Monroe County, New York. Apparently it worked, for Dr. Charles G. Lenhart, health officer, reports that 340 children were protected at one clinic and that more than 90 per cent of the preschool children, the most susceptible group, had been immunized.

LIKE time and tide, the course of disease takes no account of human convenience or ordinary office schedules. Hence the Department of Health of Springfield, Illinois, has installed a refrigerator at a centrally located fire-house so that physicians may get "biological products," such as diptheria antitoxin, at any hour of the twenty-four. Sometimes only a little time might make the difference between life and death.

THE graduate nurses of Virginia have just completed the most arduous task they ever have undertaken as a body, "to their intense relief," as Agnes D. Randolph, R.N., reports in the last issue of the American Journal of Nursing. Since the 1923 convention of the Graduate Nurses Association of that state, they have been engaged in the just finished campaign to raise $50,000 to establish and endow a chair of nursing at the University of Virginia. "The nurses deliberately gave financial support to the apex—the college—rather than the base—the train-

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ing school," Miss Randolph writes. "Creative effort was required at the apex, and the public had no will to create. At the base, only reorganization and grading are needed." This is the second chair of nursing to be established by nurses themselves, following the somewhat similar position opened at the University of California on January 1 (See The Survey, December 15, 1926, page 385) as well as the well known schools of nursing education at Western Reserve, Yale University and Teachers College, which were the gifts of individuals or foundations.

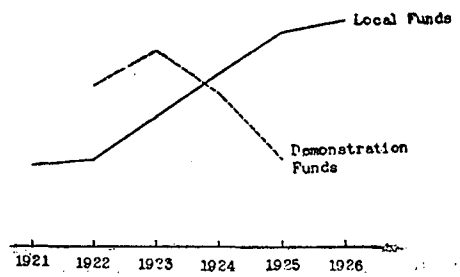
AT least 24 official registries have made provision to furnish nursing service on an hourly, paid basis, according to a study recently made by the American Nurses Association. In most of the cities the rate is $2.00 or $3.00 for the first hour's service, and from 50 cents to $1.00 for each succeeding hour. Some agencies stipulate that the hourly fee shall not exceed a day's fee; others that the nurse shall not give more than three hours in a day to a single patient. Among the southern cities which have developed this type of nursing service are Louisville, Charleston, and Baltimore; while the northern converts to it, where it is more generally popular, dot the states from coast to coast.

WITH the start of the new year Newark, New Jersey, entered into an agreement between the Children's Aid Society, the Catholic Charities, and the Health Department for the inspection of boarding-homes and the placement of children in them. All persons who wish to board children apply to the Department of Health for a license. An initial inspection is made by the district nurse of the Child Hygiene Division of the department, to determine whether or not the physical conditions of the home entitle it to a license. If her approval is gained, the request is referred to the Catholic Charities in the case of a Catholic family, or the Children's Aid Society if the home is Protestant. If they find the social conditions suitable, the Fire Department is asked to examine the house for possible hazards before the license is finally granted. A list of all licensed homes is referred regularly to the agencies and the Social Service Bureau, so that they may know at all times what places are available. Any person who applies for a home for a child is referred to the agencies. "We believe," writes Dr. Julius Levy, director of the Division of Child Hygiene, "that this plan of cooperation marks a definite step in the coordination of the social and health supervision of children."

CONTRARY to the general impression, the pension plan for nurses sponsored by the Harmon Association for the Advancement of Nursing does not require private patients to contribute anything whatever to the retirement fund, according to a pamphlet just issued by the Association and to be had for the asking from its offices at 522 Fifth Avenue, New York City. Membership in the Harmon Association, which carries with it the right to participate in the retirement plan, is open to every registered nurse and associate membership to hospitals, visiting nurse associations and other health institutions. Dues for individual members are one dollar a year; for institutions one dollar a year for each participating nurse in their employment. Retirement benefits are made up from deposits by individual members and by institutions. Individual members deposit a minimum of five dollars a month and institutions, participating in the plan, deposit five dollars a month for each depositing nurse. The amount of annuity which these deposits will procure depends upon the age of the individual member at the time of starting deposits, the sex, and on the age at which the member elects to retire. Members may retire and secure an annuity at any age from 50 to 65. It is quite possible for a nurse to join the Association, make her regular monthly deposits and secure a retirement benefit without the cooperation of any employer, but it is the aim of the Association to enroll as many institutions employing nurses as possible so that retirement benefits may be proportionately increased for many members. A nurse may go from one institution to another or into private duty without losing credit for deposits made for her by any employer, provided only she keeps up her own deposits. These will be returned to her in full at any time, if she desires, or to any beneficiary she names in the event of her death, minus only the pension payments which may have been made to her if she has retired at that time. Should she drop out of the profession before retirement, the payments made on her behalf by any employer will not be returned to her individually, but will be credited to the members who remain, substantially increasing their benefits over and above the regular amounts. The entire plan is safeguarded and guaranteed by the Metropolitan Life Insurance Company.

INFLUENZA is again prevalent in Europe, though not in a severe form, and the British Minister of Health has issued a revised memorandum summarizing what is known of its control. Despite the research since the epidemic of 1919, little further has been learned of specific ways of prevention or control, yet the methods which have been evolved, "feeble as they are, are not negligible, and their judicious application produces results not to be despised." Chief among these is the organization of home medical and nursing service on a district basis, with the cooperation of local district nursing associations, and the education of the public as to ordinary prudence in diet and mode of life, the early isolation of the sick, cleanliness and the avoidance of infection. Except in rural districts, where excluded children would have little opportunity to come in contact with each other, the closing of the schools is not recommended.

IT takes a fat volume of 354 pages to hold the report of the four years work of the first of the great child health demonstrations, that of Mansfield and Richland County, Ohio, from 1922 to 1926. The demonstration represented the effort of the American Red Cross, working through a National committee, to help a fairly typical industrial and agricultural county to develop protective and educational measures for the health of its children as soundly and as broadly as possible in the allotted time. It had two objectives: to integrate all forms of child health work and to hold fast to the ideal that whatever was accomplished should be rooted in local soil. As one concrete measure of the latter the report offers a comparison between the waxing expenditures for health work made by local groups, public and private, and the waning contribution of the demonstration itself, which felt its work successful in the degree to which it was taken over by the community. The solid line shows the rise of the local appropriations from 33 cents per capita in 1921 to 92 cents in 1926; the dotted line the demonstration's share dropping from 65 cents per capita in 1922 to 36 cents in 1925. The first and last years of demonstration expenditures have not been included since they represented expenses associated with the opening and closing of the program rather than the cost of actual health work. Copies of the report, which is full of detailed suggestion and finding in health education, medical and dental work, nursing, fresh air camp, nutrition, and the activities of the board of health, may be obtained from the American Child Health Association, 370 Seventh Avenue, New York City, Price, $1.



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The Barefoot Boy

By AGNES E. BENEDICT

"YES, my daughter gave up her job in the factory to spend the year on the farm with us, but lands—the work here was too much for a delicate girl like her. *She had to go right back to the factory.*" To most people, this remark of a middle-western farmer would sound absurd. Nevertheless, recent studies made by the federal Children's Bureau and the National Child Labor Committee of the work of children on the home farm and as farm hands hired by the day,* bear out the farmer and reveal an appalling discrepancy between public recognition of the one form of labor and of the other—at least insofar as this recognition is expressed in protective legislation for children. For example, the twelve-year-old sister of this farmer's daughter, had she sought work in the city with her sister, would have been turned back by law from the factory and told not to return for two years. If she came back at fourteen, the hours and conditions of her labor would have been definitely prescribed until she was sixteen. Yet no law whatever stood between her and the burden of farm work from which her older sister found it necessary to escape, and which, as a matter of fact, fell heavily upon this child. Again, it is astonishing to reflect that the child welfare laws of her state could be invoked to protect her from various forms of parental "abuse," such as neglect, severe punishment, lack of school opportunity, yet "abuse" in the form of exploitation and overwork in the fields is practically unrecognized by the laws of any state.

Abuse in the form of overwork in the fields is practically unrecognized by laws

The studies referred to covered a wide area in the general farming regions of Colorado, Illinois, and North Dakota and on the truck farms of Maryland and New Jersey. They show that, while the farm work of children is seasonal—while it differs from factory work in its problems and the possible ways of meeting them—nevertheless, it does present at its worst many of the evils of factory labor at its worst, with additional evils of its own.

Farm work compared with factory work suggests free and unrestrained movement, as opposed to cramped positions and strains; initiative and self-directed effort, as opposed to the relentless drive of a foreman. Yet these studies forcibly show another foreman, quite as inexorable as the factory boss: the urgency of a perishable crop. They show his pitiless strawbosses, labor shortage and economic strain. Under the drive of these forces, the various farm processes —preparing the ground, planting and harvesting—are pictured as going on hour after hour, day after day, for eight, ten, and eleven hours a day, monotonously, endlessly. When their day in the field is over, many farm children find two or three hours of "chores" waiting for them. Here the factory hand has the advantage of the rural worker, for he turns his back on his labor when the whistle blows.

The reports emphasize the physical strain of certain processes, such as the continual stooping in picking tomatoes and cucumbers, the danger of sprained wrists in twisting dry onions, the weight of carrying and dumping 35- to 40-pound baskets of tomatoes or sweet potatoes. Hamlin Garland's description of harrowing is quoted: ". . . your heels sinking into the soft loam bring such unwonted strain upon the tendons of your legs that you can hardly limp home to supper, and it seems that you cannot possibly go on another day." Many farm processes are carried on in intense heat or severe cold.

Most states in the Union have taken account of the hazardous nature of machine work for children and set a sixteen- or eighteen-year age limit for certain "dangerous occupations." But these laws affect machinery in factories only. The extent to which the machine age has laid hold of the farm is hardly appreciated, and never in terms of menace to the child worker, yet a partial list of the machines referred to in the reports includes the transplanting machine, the disking machine, the grain binder, the cultivator, the threshing machine and the plow. These are not harmless tools. Here is a picture of a threshing machine: "The worker pitches the bundles to a moving belt which carries them under a set of moving knives. . . . He works in such proximity to moving machinery that he is in danger of being caught by knives, belts or parts of the machine." In the state of North Dakota, of 845 children studied, 104 had been injured in farm work. Fifty-four had

* Work of Children on Illinois Farms, Federal Children's Bureau, Pub. No. 168; Child Labor in North Dakota; Work of Children on Illinois Farms, by Dorothy Williams and Mary E. Skinner, Federal Children's Bureau, Pub. No. 168.

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been injured while the children were using farm implements.

The figures on school attendance in the reports show how completely crops are put before education. The extent to which public opinion countenances this attendance situation is illustrated by a thirteen-year-old son of a member of a local Illinois school board, who had lost 75 days of school for farm work during the year! Considering that attendance has been proved to be a decisive factor in school progress, the percentage of retardation among farm children reported in most studies is not surprising.

This comparison of children's work on the home farm with child labor in factories has not been made with any idea that the two problems need the same solution. In fact, with our limited information on the rural situation, only tentative remedies can be suggested. Many authorities feel that an attempt to regulate the work of children on the home farm through a labor department would only mean waging a blind guerilla warfare; that it might be more successfully and more logically handled through juvenile courts, as a "child welfare," not as a "child labor" problem.

To the writer, it seems, however, that the first step in the solution of the problem is a change of viewpoint in regard to it—a willingness to accept the situation—a desire to face the facts. Such a changed viewpoint will inevitably be slow in coming. To see country life as it really is means blotting out of the picture many of the cherished associations of beauty and glamor which we have put there as visitors going to the country on vacation, or as grown-ups looking back at our childhood on the "dear old farm" of another and a simpler time. It will mean substituting for these rosy pictures a less colorful one—a picture that includes the grayness as well as the sunshine of country life.

Courtesy of The American Child

The A. F. of L. and the American Scene

By JOHN A. FITCH

WHAT the American Federation of Labor has really been doing in politics since the adoption of the famous non-partisan policy in 1906 and what the considerations are that influence its policy are matters not always easy to grasp. Consequently, William English Walling has done a real service in providing a resumé of activity in this field in his American Labor and American Democracy.* He describes the changing political tactics of the Federation from its launching of the "non-partisan" movement as an exclusively trade unionist policy down to the farmer-labor entente, which had its more definite beginnings in 1920 and 1922, and the development of the Congressional bloc. Accompanying this is a discussion of labor's attitude toward the relation of government to industry and toward such employers' policies as company unionism and an account of such policies within trade unionism as the development of a concern for the solution of production problems, as exemplified by the so-called B. & O. plan and the new wage policy of the Federation.

It would be a satisfaction if one could separate the well-documented facts presented in this book from the opinions and inferences that accompany them. For the latter leave the informed reader in a state of some bewilderment. Not only does Mr. Walling present numerous conclusions as being those of organized labor which the reader is inclined to challenge, but he tends to challenge them himself by the frequent insertion of contradictory conclusions also presented as being those of organized labor.

Mr. Walling, one of the leading American Socialists of pre-war days, who has now abandoned his earlier faith, offers a sort of modified Sovietism as the ideal to be worked for in government. The beginnings of a tendency in this direction appear, he believes, in the economic blocs that have begun to play so important a role in Congress. He attempts to show that through these blocs an ideal two-party system will come to prevail in Congress entirely distinct from the traditional two-party system that will continue to exist for the purpose of carrying on election campaigns. By a process of carefully keeping the left and right hands from ever knowing of the other's existence, one man will run for Congress as a Republican and another as a Democrat and both will function in Congress as labor men without their respective campaign committees ever knowing anything about it.

In discussing the election of 1924, Mr. Walling interprets the action of the Federation in lending support to what was potentially a new party—the La Follette-Wheeler ticket—as a "deviation" from its traditional non-partisan policy. That it was a deviation in some respects no one will deny, but Mr. Walling makes it appear that the Federation is bound by its non-partisan policy to support no candidate who is not labeled either Republican or Democrat. Support is given to the one of these two parties according to Mr. Walling, that seems in any given case to be the "lesser evil." Just why support of a third party as the least evil would be a new or different policy is not apparent. Even while we

*American Labor and American Democracy. By William English Walling. Harper & Brothers. 184 pp. Price $3.00 postpaid of The Survey.

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are pondering this question the author seemingly rejects the lesser evil theory, for he explains the action of the Federation in 1924 by saying that labor found itself confronted with a new problem because "unsatisfactory presidential candidates and platforms had been adopted for the first time by *both* the major parties." Thus we are left to assume that in previous campaigns only the Republican candidate and platform have been unsatisfactory and that the Democrats were favored, not as the lesser evil, but as representing all that labor was seeking!

THE two major contentions of the book appear to be these: That American labor is American, and that American labor is right. Personally, I am unable to see that the strictly American character of anything is worth contending for unless it is better than anything else. Probably the latter is not a good reason either, but at least it is a less dangerous foible. Or one could reasonably explain that a thing is American or British or Chinese or what-not as a means of explaining why it is the particular sort of thing it seems to be. But Mr. Walling insists that American labor is American as if that in itself is an achievement justifying a considerable amount of self-congratulation. He goes further; he even insists that it is not European in any sense and particularly not British. And in doing all this he contrasts experience with theory as if the two could represent any lasting conflict if men are both intelligent and honest. Repeatedly he makes statements like the following: "Our labor unionism is based not upon ideas but upon experience." American labor has "adopted neither socialism nor any other doctrine." "Our labor movement is not an importation or the result of a theory."

But he apparently believes that the American labor movement is the best thing of its sort in the world and so he is, in a way, justified in celebrating its Americanism. It is hard to understand why the absence of ideas, which he insists is a characteristic of the movement, should be considered a cause for cheering, but it is apparent that he does so consider it. And so he leaves the impression that American labor is as right as can be.

Now, I submit that this is no service to the labor movement, nor is it a true statement of fact. American labor has evolved its policies out of experience, of course, just as every other movement of any stability has done either here or anywhere else. But it has also evolved theories and even doctrines, without which any consistency of action or any action at all would be impossible. No better example of this could be desired than the discussions of wage policies in recent conventions of the American Federation of Labor, resulting in the development of a theory of wage payments that Mr. Walling discusses.

ANOTHER matter about which labor might be expected to have some ideas, or even a theory, is the question of its relations with the employer. Mr. Walling really concedes this also, by his insistence on the non-class-conscious character of American labor. "Organized labor," he writes, "has been a part of the democratic movement—on the whole exploited neither more nor less than the rest of the people, conscious of that fact and not conscious of itself as a separate proletariat of outcasts or disinherited." Consequently, "there were no classes within the democratic movement, nor did labor or the people as a whole feel that they were subjected to any lasting class rule." In a chapter entitled Labor Challenges the Domination of Capitalism, he writes, "The Federation . . . denies that we are living under a capitalist system." And to emphasize the point further, he asseverates, "When 90 or 99 per cent of the American people lost, organized labor lost, when 90 or 99 per cent of the people gained . . . labor felt that it was also gaining."

Now it takes some reasoning, one would suppose, to reach the conclusion that there are no classes in our democracy and that the economic regime under which we live is not one of capitalism. Such a belief might even be decribed as a theory, and if it is the belief accepted by organized labor, then labor has been dabbling in theories also.

BUT Mr. Walling has no sooner announced this theory than he begins to deny it. Again and again he points out the camp of the enemy that organized labor must face. They are "employers," "profiteers," "vested interests," even "capitalists." Labor realizes that "economic or social compulsion" will be necessary before these foemen will "yield anything either of their illegitimate profits or their arbitrary power." It "realizes that it must necessarily take the offensive" against an opposition that is "natural and inevitable" and possessed of "colossal strength." This opposition has many weapons at its disposal—it may "starve out" the workers, it uses the "blacklist," at times it controls the government and its resistance even takes the form of "getting judges to declare unconstitutional or otherwise nullify the legislative remedies and reforms secured by organized labor to protect its rights." These are rather drastic charges, but they are not a whit more drastic than appear regularly in the journals of conservative trade unions. It is quite true that organized labor in this country is to a large extent conservative, but as long as the workers conceive of their unions as fighting organizations, as long as they think of employers as constituting an opposition body whom, from time to time, they must fight, it is absurd to say that there is no class-consciousness.

MR. WALLING has fallen into the error of assuming that organized labor is single organic entity, speaking with a single voice. He overlooks altogether the million organized workers outside the American Federation of Labor, and he recognizes no possibility of difference of opinion within the Federation. The leader whom he quotes far more extensively than any other is Matthew Woll, who, in addition to being president of the Photo-Engravers' Union, is vice-president of the National Civic Federation. Many of the quotations from Mr. Woll are taken from speeches delivered before the Civic Federation. Now, Civic Federation economics is not distasteful to large numbers of trade unionists, but there are at least half a million members in unions affiliated with the American Federation of Labor which have forbidden their officers even to become members of the Civic Federation, and there are many members of other unions who do not accept its philosophy.

These other trade unionists who do not accept the doctrine that there are no classes in America may possibly not stress their Americanism so far as to deny that anything can be learned from any other country. But I venture to suggest that straight thinking and open-mindedness have never yet made a good American into a bad one.

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Such Things Can Be

A DAY WITH THE STATE DIVISION OF ALIENS

By LILLIAN SYMES

WE LIVE in an age which is skeptical of melodrama. The unscrupulous villain and his innocent victim, the sinister plot to defraud the trusting widow and orphan, the foreclosure of the old homestead, the whisking away of the comely country girl—we live in a world where such things do not happen (if they ever did) and in which conflict is, for the most part, subtle and devoid of action.

The busy Director of this Division of Aliens of the New York Department of Labor can afford to smile at our sophistication. Her world is as unbelievable as a dime novel and as real as life. Lillian Sire and the investigators attached to her office guard the rights of that most helpless and inarticulate portion of our population, the unskilled alien workers. The casual American laborer also comes here with his difficulties, for the bureau handles complaints of fraud and abuse perpetrated upon the helpless worker whether native or foreign.

A host of questionable and criminal elements are forever preying upon this group—unscrupulous employers, bogus doctors and lawyers, notaries public who extract extortionate fees, fake installment and stock schemers, crooked ticket and money transmission agents, fortune tellers and the like. To look over the records of this Division or to sit through the hearings of the twenty or more cases a day which pass through the office is to realize that the strong arm of the State Labor Department is in many cases the sole protection of the unorganized worker against the most rapacious elements of our industrial life.

The Consumers' League of New York has just completed a brief survey of the several departments under the State Industrial Commission. This picture of the State Division of Aliens is one of a series resulting from that study of New York labor laws and the machinery by which they work. An earlier chapter of the series appeared in The Survey of March 15 under the title, Jobs: A Day in the State Employment Offices.

On the Director's desk lay a letter from the village police officer of a sleepy little Catskill town where many New Yorkers spend idyllic holidays in mountain inns and boarding-houses. In his letter he appeals officially to the Division of Aliens in behalf of a group of cases that had come under his observation during the month of August. Names, addresses and dates are given and the circumstances described in the dispassionate language of an official report.

A HUNGARIAN woman from New York City was employed for a time in the kitchen of a summer boarding-house. When she got ready to leave, she asked her employer for the sixty dollars due her. He not only refused to pay, but when she grew insistent, beat her and threw her out of the house. She went to the village officer who advised her to take her complaint to the Alien Division. She started back to the boarding-house to get her clothes, but on the way, dazed and desperate from the beating she had received, she was hit by an automobile. While she lay in the village hospital the police officer appealed to the Alien Division in her behalf, concludng his letter, "If this woman had been treated as she should have been, this terrible accident would never have occurred." Before the Division could act, she died. There was no claimant for the sixty dollars, no legal ground for holding the employer responsible. He still retains the sixty dollars and his liberty.

THAT this was not an isolated case in the "summer boarding-house industry" is shown by three other reports from this same officer. A middle-aged woman with a little girl was sent from New York City to work as a cook. When she arrived, late at night, the employer had changed his mind about hiring her and refused to let her into the house. With the child tugging at her skirts, she was obliged to walk the four miles back to the village where a night policeman found her lodgings. In the morning he discovered that she was penniless, that neither she nor the child had eaten since twelve o'clock of the day before. A collection was taken and the woman and child sent back to the city with instructions to report to the Division of Aliens.

A young Polish woman had been hired to work in another boarding-house. After working a month, she demanded her pay. She was thrown into the street, her clothes after her. Carfare back to New York was supplied by a collection taken at the village police station.

The most flagrant cases of labor abuse reported to the Alien Division take place in the lumber camps in the northern part of the state. The work is done mostly in winter when the camps are snowbound. The story of Stephan Kuscovitch is, except for its fatal ending, typical of dozens reported to the Division of Aliens.

Stephan had been employed in this small lumbering camp for several months. Food and a bunk had been supplied but payment had been postponed on one pretext or another. When Stephan finally demanded his wages, he was ordered out of the camp and threatened with death if he refused to leave. Penniless, he started to tramp over the fifty snow-covered miles to Utica. Overcome with exhaustion, he collapsed in the snow where he lay for several hours before being picked up by a passing driver to whom he told his story. The "good Samaritan" offered him work at better pay if he would come back to his ranch and fell a patch of trees. For a month, Stephan felled trees, split logs and sawed cord-wood. Then he asked for his pay. He was beaten over the head by his benefactor and threatened with a shot-gun if he didn't "clear out." Again he started for Utica. This time he reached his destination, frozen and exhausted. A few days later he died from the effects of exposure.

OCCASIONALLY the worker takes justice in his own hands as in the case of another Polish farm-hand, who, threatened by his boss for demanding his wages, proceeded to "beat up" the employer. When a constable arrived, the worker was arrested and thrown into

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jail. He has now served two months, awaiting trial, unable to furnish bail or hire an attorney. The Alien Division, recently notified of his plight by a local official, has interested itself in his case.

NOT all such injustices are visited upon alien workers in isolated communities. Recently a motion picture film shipped 250 extras to Lakewood, New Jersey. When the men arrived at their destination at 2 A. M., they found that no quarters had been provided for them. They remained all night in the open woods in a pouring rain. During the next two days, the rain continued and still nothing was done to give them shelter. The filming was called off on account of the weather and the men straggled back to New York, many of them ill from exposure. After futile attempts to collect their wages, they reported the matter to the Alien Division. On the same day the complaints were filed, the Division collected wages amounting to $960 for them.

The building or road-making firm that goes into business "on a shoe-string" and then fails is one of the most difficult problems of the Department. While such an employer is compelled to furnish a bond, the companies supplying them with material have first lien upon the bond and it is usually exhausted before the matter of wages can be taken up. Recently such an "over-night" building concern filed a bankruptcy petition while owing the sum of $10,000 to its employes.

The alien worker is often exploited as cruelly by his prosperous fellow-countryman as by the "hard-boiled" American. A typical fraud was that perpetrated by two Slavic business men who formed a co-partnership as steamship and money transmission agents. Twenty-one of their fellow-countrymen, poorly paid laborers and servant girls, deposited with them sums amounting to $3,438. The depositors had deprived themselves in order to send this help to their relatives in Europe, for the most part women and children, who depended on aid from America for food and shelter. The money was appropriated by the two partners. When the matter was finally taken up by the Alien Division a meeting of all the creditors was called and the problem placed before them. The two partners had no assets of any kind.

THE defrauded workers finally voted that a gradual restitution was preferable to revenge, and left the matter in the hands of the director of the Division. Soon after this, the wife of one of the partners called at the Division office and placed a twenty-dollar bill on the director's desk. In broken English, she told her story. She had felt the disgrace of her husband's exposure keenly and had determined to go back to work at her old trade of dressmaking in order to pay off the obligation more quickly.

"He no good man," she admitted. "Bad to me, to the little girl, but no good for the little girl to have her father in jail. I go back to work, pay twenty dollars a week. When money's all paid, I will feel better." Each week her twenty dollars is subtracted from the claim against her husband.

While an organized white slave traffic in immigrant girls is probably a thing of the past, continuous vigilance is necessary on the part of the Alien Division for the protection of the newly arrived woman immigrant from the exploitation of unscrupulous lodging-house keepers in some of the foreign settlements.

STRIKE-BREAKERS recently brought in to take the places of men on strike created a serious problem in New York City. These men had been promised their return fare when the strike was over, as well as their board, lodging and generous wages while it lasted. On their arrival here, several hundred were immediately discharged, because of settlements in certain divisions. They were left to roam the streets, penniless, hungry and desperate. One hundred of them took up their grievances with the Alien Department. In a session which lasted until 10 o'clock in the evening, a settlement was finally obtained whereby their board and return transportation were provided by the company. Since that time the company has agreed to submit to the Alien Division for its approval any contract by which large numbers of men are brought into the state for employment, temporary or permanent.

SINCE the passing of the Federal Immigration Law, the question has been frequently raised as to whether a division of aliens is necessary. The thousands of cases which pass through the Division every year, of which the ones quoted are but casual examples, should point to the fact that an alien in a strange land, who cannot speak its language and whose funds are limited, cannot possibly be adequately protected by our already congested courts of law. Nor have the courts the facilities for the rapid and accurate investigation which cases of this type require.

Two hundred and forty-one thousand, three hundred and nineteen foreigners entered the United States through the port of New York during the fiscal year 1923-24, and the United States secretary of labor estimates that about 850,000 persons had entered the country clandestinely during that period. About one-third of the immigrants who enter the port of New York remain in this state as residents. New York has and will always have, therefore, an alien problem demanding special agencies for its proper handling.

The Division is a clearing house for those big and little tragedies which can find no adequate solution in law courts or charitable agencies. More than any scheme for intensive Americanization of the immigrant, it has within its power the molding of alien bewilderment and resentment into intelligent loyalty and willing cooperation.

IMMIGRANT

Woodcut by Emile Adler

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Home Work

The illegal employment of children on industrial home work has been reduced by half during the first year of Pennsylvania's experiment with a new type of regulation (see The Survey, April 15, 1926, p. 97). In 1924 the state Department of Labor and Industry found that in 50 per cent of the homes where industrial home work was done and where there were children under 16 years of age, the children were illegally at work. In 1926, the proportion was reduced to 23 per cent, according to a report prepared by the Bureau of Women and Children which is to be published soon. This drop in the proportion of illegal child labor is more conspicuous in some industries than in others:

Industry	1924	1926
Tags	90.8	41.4
Women's and Children's Clothing	50.3	27.4
Men's Clothing	44.3	25.8
Knit Goods	29.2	17.4
All Industries	50.0	23.5

The report attributes this gain to the cooperation of employers in enforcing home-work regulations. This has been largely a matter of learning through investigating the actual conditions under which the firm's work was being done in the homes and then devising methods of supervision to meet the needs of the various types of work. "The reduction of the illegal employment of children in the tag industry was directly due to the forceful methods with which with one accord the employers in this industry met the situation. The comparatively slight improvement in the men's clothing industry, on the other hand, may be explained by the fact that in this industry instead of dealing with a few employers, the Bureau has had to make its contacts with a large number of small contractors." Home work processes are simple and children have been traditionally employed upon them. Probably only the long, slow method of education can bring about absolute enforcement of home work regulations. But this report of the first year of the Pennsylvania experiment shows that much can be done through the intelligent cooperation of state authorities and employers of home workers.

INDUSTRIAL research groups, "to meet the need of students desiring to obtain first-hand contacts with industry" are planned for the coming summer vacation by the Y.M.C.A. and the Y.W.C.A. Each group will meet once or twice a week "to exchange and evaluate experiences and to discuss the wider issues which may be found to be involved." For the students who go into industry free lance, unattached to any group, the Associations plan to hold a Students in Industry Conference in the fall, similar to the one at Earlham in September, 1926 (see The Survey, Dec. 15, page 383). Groups are already definitely planned for Chicago, New York City, Detroit, and Philadelphia during 1927, and in St. Louis and Denver if there is sufficient demand. The Associations point out that "The men and women of our colleges are becoming more and more keenly aware of the intellectual and moral challenge of industrial problems. Because so many of the issues are controversial in nature and because so many human values as well as economic facts are involved, it is difficult to weigh class-room and text-book data. . . . An increasing number of college students have therefore determined to find out for themselves by entering industry as manual workers, hunting their own jobs, living on their wages and working day by day under the same conditions as their fellow-workers."

"A TEN FOOT Shelf of Books for Trade Unionists" was published in a recent issue of the Journal of Electrical Workers and Operators, Washington, D. C., which includes an unusually intelligent selection of titles in economics, history, war books, fiction, drama, poetry, psychology and biography. "The list was made up without an ax to grind or without any peculiar propaganda intent. It was made to include only those modern books which tend to illuminate the labor struggle." It should be of interest not only to trade unionists, but to anyone who wishes a colorful but reliable background for the consideration of current industrial questions.

ARKANSAS' minimum-wage laws have been thrown into the discard by the U. S. Supreme Court, following the precedent of Adkins vs. Children's Hospital, the District of Columbia case, which was a year ago cited when the Arizona law was thrown out (see The Survey, Nov. 15, 1925, page 200). The Arkansas law was first declared unconstitutional by the U. S. District Court at Little Rock, when the Arkansas Welfare Commission stipulated the minimum wage to be paid by the West-Nelson Manufacturing Company. The law was upheld by the State Supreme Court, but the federal court of the district felt itself bound by the Adkins case, and the U. S. Supreme Court has now upheld that decision.

A moving picture film which gives "a popular presentation of standard working conditions for women" has been prepared by the Women's Bureau of the U. S. Department of Labor. The pictures were taken in modern factories during working hours and depict actual workers and actual working conditions. "The scenes portray such good workroom features as modern and scientific methods of lighting, ventilating systems for the regulation of heat and humidity, comfortable seats adjusted to work and workers' and safety devices. . . . The good service facilities . . . include sanitary bubble fountains, a wash-room supplying hot water, soap and individual towels; a lunch room where hot, nourishing food can be secured at noon; a clean toilet room equipped with installations on the basis of one for every 15 women; a satisfactory cloak room . . . a rest room . . . and first aid equipment." The film is the third prepared by the bureau dealing with special problems of women wage-earners. The films are lent by the bureau, free of charge, to organizations and individuals for educational purposes.

A RECENT bulletin of the Daniel Guggenheim Fund for the Promotion of Aeronautics, Inc., states that "aerial service is performing a multitude of services daily. . . . Just as the air mail and air transport have become integral parts of American industry, so is aerial service performing its part in modern, Twentieth Century life." It cites the development of flying fields or airports; the uses of aerial photography by railroads, real estate and building operators, surveyors and map-makers; the protection of crops by dusting or spraying by airplane; and "general service," such as sight-seeing, medical service, forest patrols, study of traffic congestion. The Fund has appropriated $78,000 to complete the aeronautical laboratory at the University of Michigan and other sums for aeronautical engineering schools at Leland Stanford University and the California Institute of Technology.

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Why Come to Des Moines?

By T. J. EDMONDS

A WELL-KNOWN publicity hound in the East (which is the strange land that lies and lies beyond the Mississippi River and whose inhabitants know not the Great God Maize) wrote me a moon or so ago saying: "Please write me, omitting the usual Chamber of Commerce dope, in answer to the question, 'Why go to Des Moines?'"

Being of a literal mind I replied: "Why, indeed?"

It appears that this was not a satisfactory answer. At least it did not afford a sufficient basis for an article about the National Conference of Social Work in The Survey. I was told that, although it is the function of a publicist to take a basis of truth and weave it into a readable presentation, this was going a bit too far—using "far" in an extremely figurative sense.

Consequently I am ordered to set forth a few reasons why one (or more) should come to Des Moines May 11 to 18. Not why the Conference should come to Des Moines, for that has already been determined by a process of elimination—or rather attrition. But why, since the Conference is to be here, any one should attend this Conference, accepting Des Moines as a necessary corollary.

Every article or speech I am told should be constructed on the outline system. Here is the outline of this:

a. The uniquenesses of Des Moines and Iowa, if any.

b. & c. The social significance of Des Moines and Iowa to the Conference.

d. The significance of the Conference to Iowa.

a. The Conference has never met in Iowa. Des Moines is the smallest city in which the Conference has ever met. It is probably the only decent convention city that possesses at the same time the advantages of Gopher Prairie and New York. You can't get lost in Des Moines. You can't even wander far from the path. You can't possibly stay at a hotel that is more than six blocks from the farthest meeting place. You can't skip from one meeting place to another farther than a half-kilometer distant. In fact you can step across the street from any one to most of the others.

The convention bureau neglected to mention that Des Moines is the only city that is just a night from St. Louis, Chicago, Kansas City and the Twin Cities. It is so easy to get out of it and in a period of unconsciousness get somewhere. No other city is so easily so.

Have you thought of this astonishing astronomical fact: that if a line be drawn from the center of population of the country to its geographical center the center of that line is just a few miles directly south of Des Moines? That should appeal to social statisticians and to the graphic artists of the Russell Sage Foundation.

It is because of these things that Radio Station W H O thunders nightly with 5,000 watt power its slogan "Des Moines the Nation's Convention City." (The name of this station is W H O, not W H Y.)

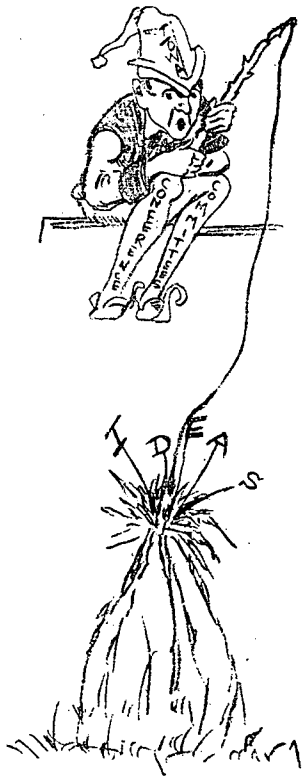
b. The social significance of Des Moines to the Conference: Des Moines has more golf holes per capita than any city in the country.

Des Moines is unusual among cities because it has an intelligent, socially-minded mayor who doesn't care whether he is asked to make a speech of welcome or not; and Iowa has the same kind of a governor.

Des Moines has three universities—and one of them played Navy and Notre Dame last year.

Des Moines' community chest is one of the few that goes over the top regularly. It maintains to an unusual degree the good will alike of contributors and member agencies.

c. The social significance of Iowa to the Conference: Iowa is the buckle of the corn belt. Des Moines is the capital of Iowa, its biggest city and in its center. And the corn belt is just now the seat of inflammation of the body politic.



Drawn by Alice R. May, Iowa

Iowa is the typical agrarian state. Rome fell because its social workers gave all too little heed to agrarian problems.

Iowa is lowest in illiteracy, sixth lowest in its death-rate, unrivalled in its fertility of soil, in its economy of expenditure for good roads and in its crop of broken banks and broken hopes.

Iowa is the home of the consolidated school idea. The greatest agricultural college in the world is an hour's ride from Des Moines. The University of Iowa, three hours away, is noted for its child welfare research station, its remarkable medical school, its mobile mental clinic, its department of maternity and infant hygiene, and its many other socio-educational accomplishments.

Iowa has a physical education law. Its tuberculosis hospital-bed provision equals its annual death-rate. Its state institutions for mental diseases are models. Its state capitol has the most artistic setting in the country.

Cooperation in Iowa among organizations interested in social and civic welfare is so

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pleasant and cordial as to excite the comment of all who visit the state.

Iowa offers to the Conference the opportunity to study at close range rural social problems under average American conditions.

d. The significance of the Conference to Iowa: Iowa has never had the Conference. Most of the experts in social work are men and women born in Iowa who have gone East and stayed. As politics has neglected the corn belt, so the leaders of social work have given prior attention to problems other than those of the prairie and the small town.

Iowa needs the Conference also because it covets the opportunity of welcoming its children and old friends and their friends and the strangers from the strange East back to the farm and of extending to the north and south and west and east the hospitality and the kindliness which Iowa, the nation's heart, feels.

In conclusion, although the above paragraph sounds like a conclusion—and is—, I would quote from that aegis of pure journalism, the Atlanta, Georgia, Journal:

KREISLER vs. AIMEE

A critic has observed, perhaps with more tartness than truth, that if Cleon were running against Pericles in a typical American town, the majority would vote for Cleon. But Des Moines, Ia., has proved a shining exception. Some months ago, it may be recalled, Gertrude Ederle and Marion Talley happened to appear in Des Moines on the same evening. Most oracles would have staked their fame on a forecast that the conquering swimmer of the English Channel would be greeted by an overflowing house, while the youthful prima donna would sing to a remnant weak and small. The fact was, however, that 5,000, as the reporter put it, "jammed the hall where Marion sang, while 'Trudy' did her swimming stunt before a crowd of 700."

But that incident, revealing as it was, is not why the capital of Iowa is now being hailed as the "Athens of America." The crowning test and triumph came a few nights ago when—but let the trenchant reporter again tell the tale: "The bill boards of the same evening announced the appearance of Fritz Kreisler, master violinist, and Aimee Semple McPherson. It cost good money to hear the virtuoso, while admission to the other's meeting was free. Yet, nearly 3,000 people paid a total of $4,000 to hear the musician, while the dynamic figure of the Pacific coast, with her sensational publicity, drew a house of 1,500."

Hail, all hail Des Moines, "mother of arts and eloquence!"

P. S. BY THE EDITOR: *Yes, there will be a program and meetings and Kindred Groups and The Survey Book Display and meeting the people you haven't seen since Cleveland and consultation opportunities galore—and lots of things—in addition to Des Moines and Iowa!*

Mental Hygiene for the Feebleminded

By GEORGE K. PRATT, M.D.

THE primary purpose of applying mental hygiene methods to anyone, feebleminded or not, is generally conceded to be an attempt to mould a personality so healthy, so well-balanced and so familiar with the workings of its own mechanisms that the necessity for meeting strange and powerful experiences will not prove overwhelmingly discouraging or terrifying. The true test of social adaptation lies in this ability to handle oneself in the face of perplexing issues in life, with a measure of flexibility and insight. Since these essentials are faculties which have more to do with the functioning of our emotional equipments than with our intellectual apparatus, there is no reason to suspect that the intellectually defective must necessarily be excluded from the hope of attaining such a social adjustment.

But healthy emotional equipments and well-integrated personalities do not come about by mere chance, even in so-called "normals." Both of these qualities are the products, either accidentally or deliberately instilled, of a wholesome parental training during the plastic years of childhood. It seems reasonable, therefore, to assume that in some measure these fundamental training methods are as applicable to the higher grades of the feebleminded as they are to more fortunately endowed individuals. What, for example, is the likelihood of instilling in children of moron intelligence, one of the important requirements for securing and preserving mental health: the habit of *facing reality squarely?* In all the field of mental hygiene there is no more necessary lesson. The parent or teacher who has taught a defective child to face the facts of real life as they are, and not merely as he would like to have them, has done that child an incalculable benefit. The child is thus safeguarded against a host of psychological dangers that often enough, under less fortunate circumstances, lead to psychoneurotic illness or to crippling distortions of personality. Every psychiatrist, whether in private practice or in institutional work, can recall case after case of mentally defective individuals who were not taught this lesson of facing reality squarely, and, when faced ultimately by a situation they could not evade, felt compelled to protect their self-esteem or to excuse their failure by translating worries and fears and discouragements into physical symptoms of ill-health. One need not be a psychiatrist to realize clearly that many a child with an I.Q. of from 60 to 90 has been just as astute as his more highly endowed playmate in recognizing that a stomach-ache turneth away wrath—or that a headache absolveth from duty.

Such reality-dodging devices as these should be regarded as leading to as unhealthy a view of life among defectives as in normal groups, and just as active measures are required to be taken to correct them as one would use with one's own children. It is a false and an unwise and a misplaced sympathy that declines to teach the intellectually subnormal the necessity of assuming their share of the world's disagreeable but quite necessary tasks. Of course, in the case of the defective these tasks and responsibilities must be graded intelligently to meet fairly the individual's lessened capacity. But to absolve a child, merely because his intellect is below par, from any and all the duties of real life is as certain to lead to adult selfishness, delinquency and a difficult personality as would be the case of a normal child.

When the going in the world of reality becomes rough it is human nature to wish to flee from the world of cold facts and retreat instead to a little day-dream world of our own making. Here everything is pleasant because we have constructed this realm of phantasy to compensate us for the harshness of reality: here we can forget the snickers

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and jeers of those who taunted us with class-room failure; here we can be kings or royal princesses to whom everyone else bows down: here *our* word is law and we are literally monarchs of all we survey. Is it any wonder that all of us, the feebleminded included, are tempted to dally in the world of make-believe longer than is good for us? The harm in excessive day-dreaming lies in its tendency to lose contact with reality. Thus is brought about a state of mind in which we are quite willing to believe we can go smoothly through life disregarding facts and sidestepping our fair share of the world's burdens.

FEEBLEMINDED children can be taught and are being taught to avoid excessive day-dreaming by exactly the same methods used by enlightened parents and teachers of more highly endowed children. This method is based chiefly on stimulation of a greater degree of group play with a corresponding decrease in opportunities for this solitary form of pleasure. Athletics, physical exercise, hard work—all these are useful. Even better is compulsory adherence to a day's program whose every detail of routine is planned and explained in advance, leaving scant time for day-dreaming. Helpful also are the group contacts and social life afforded by association with the Boy Scouts, Camp Fire Girls and similar agencies. These organizations are excellent solvents for a tendency to escape reality, and while one does not advocate injecting into their ranks an excess of mentally defective material, yet one or two children with I.Q.'s above 60 who are reasonably well behaved will probably have no deleterious effect on the group as a whole, while the group will almost certainly exert a beneficial effect on the individual defective. Summer camps conducted by private or municipal organizations and wisely supervised likewise offer valuable opportunities for transforming the day-dreaming, socially-ineffective tendencies of the subnormal child into a real capacity for community adaptation.

As the chronologic age of the defective increases, his tendency to avoid facing a factual reality becomes evident in other spheres. One of these is found in his unwillingness to reconcile a limited intellectual equipment with high hopes, lofty ambitions or powerful desires. Those who work with the feebleminded witness all too often the conflict aroused in the youth of moron intelligence who aspires to a "white collar" job, and who, as a consequence of his failure to achieve it, grows bitter, sullen or anti-social. Many of the methods of modern vocational guidance can be applied to an encouraging extent with defectives. To be successful, however, such a task requires inordinate patience and tact to inculcate in the defective a willingness to face his own limitations in one field and to re-shape his life-plans and hopes on a lower plane in another. There is always danger of going too far in this process, finding that a conviction of hopeless inferiority has been instilled despite one's best intentions.

No group is more susceptible to a feeling of inferiority than the feebleminded. It is, of course, well known that many difficult or eccentric personality patterns, and a goodly number of antisocial displays of conduct on the part of defectives represent objectively the child's habitual mode of reacting to a feeling of inferiority: a dual realization that he is not quite as good as others and cannot compete with playmates on wholly equal terms. To compensate for this belief in his own inadequacy, he resorts to the same variety of defense mechanisms utilized by his intellectually superior companion, who also may be menaced by a spectre of inferiority. These defense mechanisms range from a meek and submissive acceptance of the inferiority—in which case one becomes a drab, colorless personality, sunk in a rut of ineffectiveness—to more aggressive reactions of arrogance, loudness, bluster and threats, donned as a protective armor to scare off those who might suspect the inner inferiority.

But no matter in what manner the defective may react to his conviction of inferiority, the important thing from the mental hygiene point of view is to determine what can be done to dispell it. The first requisite is to get across to the individual a belief that while one may be inferior to others when it comes to getting school-work done—yet no one can be inferior in *everything,* and if arithmetic simply cannot be learned it is likely that the use of a saw and hammer can be. The basic principle of laying the spectre of inferiority obtains with defectives as well as with anyone else. It consists in a careful study of the individual's capacities and the discovery of some hidden quality or ability that has lain undeveloped, but which can, by training, be developed to a point where the ability to excel is evident. It matters little what compensating device is selected. It may be found, despite academic failure, that the child possesses a real capacity for protection and even leadership among younger children; it may be he can be taught to play the saxaphone or the "traps" in a manner to attract favorable attention. The important thing for parents and teachers of such children to realize is that despite the latter's intellectual limitations they suffer as keenly under a feeling of inferiority as do normal children, and that a careful study of their individual aptitudes frequently will lead to the discovery of some latent talent which may be developed satisfactorily.

Closely associated with this matter of inferiority is an instinct inherent in each of us which McDougall calls the "instinct of self-assertion" but which perhaps may be more easily comprehended under the term "the will to power." It is based on a belief that there is no human being too humble (and this by implication includes the feebleminded) who is not driven by a powerful urge somehow and at all costs to make the rest of the world aware of his existence. To succeed in this determination not to permit the world to pass him by unnoticed, he resorts to an almost endless variety of devices and expedients. These range all the way from the simple and direct "showing off" of the young child, through the slightly more naive but basically identical mechanisms of the man who dresses flashily and rides in a purple limousine, or of the shallow and superficial woman who regales summer boarders with endless tales of her many operations, down to the highly complicated and thoroughly disguised devices of mature adulthood.

THE feebleminded are specially prone to feel that they are missing their share of the limelight, and everyone who works with them is well aware of numerous ways in which they react to a blocking or frustration of their urge for self-assertion. Not a few of the thrilling tales told by young girls of being kidnapped or assaulted by strangers and many of the blood-curdling exploits of adolescent bandits have their origin in a thwarted desire to attain attention and notoriety.

The handling of this frustration is similar to that of

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dispelling convictions of inferiority. Parents and teachers who sense a growing chafing at a drab and colorless existence in defective children often can find qualities that, when developed to their utmost capacity, will bring a satisfying, if fleeting, sense of superiority. Clubs and children's organizations are useful with their systems of prizes and awards for various accomplishments. Perhaps the well-conducted special class under the guidance of a competently trained teacher is the most likely place of all where the instinct of self-assertion can be guided wisely into useful outlets.

Even when parents realize that their children are mentally defective, it is an exceedingly trying task to make them take a healthy view of the handling of such conduct patterns as habitual temper tantrums, jealousy, disobedience, pilfering and the like. Mothers and fathers of defectives, like the parents of "normal" children, tend to incline toward one extreme or another in their attitudes towards the children: Sometimes they are harsh and tyrannical, again over-solicitous and unwholesomely affectionate. Both attitudes are capable of doing incalculable harm to the plastic and growing personalities of their children, but if a choice were necessary it is likely that the over-affectionate parent creates the most serious havoc. Out of a compensatory spirit of parental love this type of mother or father lavishes an excess of affection on the backward child. This is an understandable and not a particularly unhealthy practice but all too often, in addition, they deliberately absolve the child from all ordinary necessity for obedience and discipline. Even more than normal children do defectives need the support in later life of firm discipline. Fortunately their wellknown propensity for adhering tenaciously to habits once learned makes such an inculcation of intelligent discipline in early years their adult safeguard.

During adolescence every boy and girl is beset by conflicting emotions. Adolescence brings with it a powerful urge to shake off the emotional dependence on one's parents that formerly held sway, and sound adult mental health is in considerable measure dependent on the degree of success one attains in this process of emancipation. Adolescent defectives, like other children, experience this urge to live their own lives unhampered by parental control. Unfortunately they lack sufficient judgment and intelligence to permit them the degree of personal freedom accorded to brighter youths. The parent or teacher must attempt the delicate task of reconciling powerful instincts to forge out an independent career, with the practical necessity for accepting the guidance and decisions of others. This task will be much lightened if the adolescent defective has had the benefit of a sound training during the early years when his personality was in process of making. Under these circumstances he will have learned wholesome habits of obedience and discipline and will have acquired an undistorted concept of his personal abilities and disabilities. With such training in childhood the adolescent conflicts, even of defectives, may be handled with a surprising measure of success.

What Cottage Mothers Should Know

By H. W. HOPKIRK

"HOW much of the child's family history should the cottage mother know?" is a question which points to a weakness in the technique of child training operative in most institutions. Recent discussion of this subject at a round table meeting of the Eastern Regional Conference of the Child Welfare League of America revealed that in most institutions little family history is available. Even though the superintendent of such an institution be favorably disposed, usually he cannot give the cottage mother the facts she needs if she is to know the child's problems. Most cottage mothers get their information about the child from gossips among the staff and children at the institution and from the child and those who come to visit him. However, an increasing number of child-caring institutions provide careful case work on their admissions and discharges. In these more progressive institutions we may look for an extension of children's case work in the careful use of the child's history by those who live with him.

The transmission of social data to the cottage mother confronts us primarily as a project in adult education for child training. The cottage mother must achieve a professional attitude toward the child. In a case such as that of a boy whose father is a thief and in prison, the cottage mother must realize the necessity of side-tracking her own opinion to permit a more objective understanding of his influence in the boy's life. She should know that the father has some excellent traits of which the son may be proud. If she and her executive are alert they will consider carefully those details of the father's influence which may point to a need for unusually patient and thorough training in order to give the lad a wholesome understanding of property rights.

Those who fear the consequences of telling the cottage mother intimate details of the child's history must consider the alternative. Like the small boy who hears a smutty story, she will learn far too much through the avenues of institution gossip. This gossip will provide plenty of misinformation and an utterly superficial understanding of the problems most vital to those children in need of sympathetic understanding. An extreme case illustrating this tendency was found in a cottage mother whose favorite punishment for older girls consisted of unsavory references to the frailties of their parents. Only when the cottage mother has an intellectual appreciation of a child's resources and deficiencies can she adequately guide her emotional reactions in dealing with behavior problems.

Procedure in transmitting information to the cottage mother must be worked out on a common sense basis with due regard for the differences in the capacity of employes. Usually it will be best for the executive (or the supervisor of case work in a large institution), with the case record before him, to spend half an hour or more in conference with the cottage mother who is to receive the child. In the small institution this may be done on the day the child is received. In a large institution such a conference may be held before the child is transferred from the reception cottage to the cottage in which he is to live. In some instances it will be well to have the woman in charge

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of the reception cottage also present at the conference. She may be able to supplement the child's history with her recent observations.

Following this initial conference it will be well to inform the cottage mother whenever new information becomes available. Possibly it will promote efficiency if the executive plans a monthly case conference with each cottage mother to give her new information on each of her children. Of course it is up to the executive to outline the educational situations inherent in each case. Women who are incapable of making constructive use of such material must be accounted unfit for the exacting work of the cottage mother.

What information, if any, should be withheld from the cottage mother? In view of the severe punishments society bestows upon mother and child, the conference round table agreed that the fact of illegitimate parentage should be withheld unless the mother of the child wished to have the cottage mother know this fact. Some felt that we should withhold information pertaining to unusual sex experiences which involve the child. However, a majority was inclined to have such data carefully but completely presented to the cottage mother. The lack of just such information often leads to unsympathetic and ignorant treatment of the child by the cottage mother. Sometimes these cases are very hard to handle in a constructive way and often they need our most intelligent treatment. Certainly this fact only emphasizes the responsibility of the institution employe for helping the child to a more hygienic understanding of sex.

In reply to the familiar argument that family history is so confidential that we should try to forget rather than remember the child's past, it may be urged that the successful cottage mother attempts to carry on when someone else ceases training the child. It seems unfair to her and doubly unfair to the child that she should be kept in the dark. In many ways the cottage is an institution within an institution. It is important that the person in charge of each should know the children under care as intimately as possible.

Social Work in Berkeley

By RAYMOND CLAPP

THE recently published Study of Social Work in Berkeley, by Margery Carpenter, Agent of the Commission of Public Charities of Berkeley, Cal., is as comprehensive an effort as I have seen to "see social work whole" in a single community. Each social agency which serves Berkeley is listed, state, county, city and private, and the character and amount of its services, the amount and sources of its income, and the methods of its administration are shown.

The unique contribution of this study is the completeness with which the field has been covered. Miss Carpenter has made a careful study of the philanthropic activities of churches, fraternal and veterans' organizations, national societies and men's and women's clubs. The cost of the philanthropic activities of all these groups was $21,750 in 1925, only eight per cent of the cost in taxes and contributions of the recognized social agencies, or 29c per capita for the population of 74,000.

Another interesting section of the report describes the integration of public and private agencies. The Berkeley Welfare Society for instance, operates under a volunteer board of fifteen Berkeley residents. It administers most of the case work of the community and receives support from the state, the county, the city and the Community Chest. In a similar way a wide range of health work is centralized in the Berkeley Health Center which is supported by and responsible to the county, the city and the Berkeley Community Chest.

The ability to cooperate is further illustrated in the Alameda County Welfare Council, an official board of nine unpaid members appointed by the Board of Supervisors. This Council supervises the administration of county relief through the local private agencies. A similar County Institutions Commission provides for the indigent sick through hospitals and health centers, of which the Berkeley Health Center is one. A central County Health Center provides special diagnostic and treatment facilities to supplement the local centers and administers the County Social Service Exchange as well.

The study closes with an impressive record of progress over the past ten years, and emphasizes the opportunities for further progress indicating especially the need for the development of social research. Miss Carpenter quotes figures to show that California is a state in which the population as a whole is economically favored and points out that, "In such a state there should be a decreasing need for relief with a corresponding increase in the amount available for social undertakings, the benefits of which are shared by the entire population."

DURING 1926 the New York State Legislature raised the lowest age at which a girl can be married from 12 to 14 years! To wipe out the blot of "child marriage," the Legislature has now been asked to raise the minimum to 16. Recently the State Charities Aid Association and the League of Women Voters cooperated in a study of marriages in thirteen rural and urban counties since 1922, in which the bride was less than 16. The results of 197 marriages, fully verified, and tabulated by Mrs. William P. Earle, Jr., reveal three clear conclusions: the majority were "forced" marriages, in which pregnancy was usually claimed—often falsely; the largest percentage of these child brides were American-born daughters of American-born parents; and annulments and divorces are so frequent a sequel when the bride is under age that the whole procedure has become a sort of trial marriage. "The stigma of pregnancy is attached to the girl often by ignorant parents, believing this the only way to marry off a troublesome daughter. License bureaus rarely care to risk refusal when the mother alleges this cause for marriage, and priests and clergymen alike have disregarded for the same reason the bride's lack of legal age, and tied the knot." It is to meet this situation that the present bill requires the consent of a judge, the hearings to be in chambers, and the findings sealed. The men are mostly unskilled laborers; the girls without occupation. The wish to escape disagreeable homes plays a large part; so also the parents' desire to put the girls to work, with the understanding that marriage will evade the compulsory education law. There are 343,000 girls and women in the United States who were married at 11, 12, 13, 14 or 15 years of age, with the consent of their parents, and since the last census, in 1920, successively larger numbers of child brides have been added each year.

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Drawing by Rosemary Tempore of the Class of 1927

Educational Adventure in a Public High School

By THE ADVENTURERS:

Lucy L. W. Wilson, Principal, South Philadelphia High School for Girls; Ruth Wanger, History, M. Louise Nichols, Science, Olive Ely Hart, English; Anna Besses, Rosaline Childs, Esther Gimpel, Anne Grolnic, Sylvia Kline, Caroline Kramer, Pauline Mansky, Pearl Markowitz, Ida Mockrin, Sara Needleman, Helen Smolen, Annabelle Stack, Pupils

This cooperatively written story won second prize in the Harmon-Survey Award in Public Education

THE educational adventure described below was launched last June in an overcrowded, inadequately equipped high school. The pupils, three-fourths of whom speak another language than English in their own homes, vary greatly not only in background, but also in ability. Long ago, we began to group and teach according to abilities, and we have had, probably, more than average success with our lowest group.

The project that we are now reporting, however, is the result of our strong desire to offer at least equal opportunity to our Upper Group.

The Plan: The Teacher of History

A classic example of the project method is that of the boy and the boat. Given the opportunity to build a boat, the child will gladly learn to handle figures, measure accurately, carpenter correctly. An arithmetic text, a drawing course, and a term of manual training which to the boy's mind would be dull and unprofitable on their merits, become endowed with all the virtues, as instruments of his desire to build the boat. The theory seems watertight, although it is not so easy to apply it to less concrete materials. A knowledge of history is a basis for understanding the present. And the present is undoubtedly that with which youth is concerned. It is the history teacher's "boat." The instruments in building of this boat are not so evident. Our laboratory plan had shown new possibilities of more organic cooperation among academic subjects. The time was ripe, therefore, for a cooperative assignment for our superior group of seniors. The topic which at once came to my mind, and, having come, refused to admit any other, was World Peace. What subject could there be in which all were more deeply interested, in which many lines of thought must take their place for consummation of the ideal?

Because we were afraid of losing the essence of our program by distributing it too widely, we decided to initiate our study through but three departments, English, science and history. A brief tentative outline was drafted as follows:

IS PEACE DESIRABLE?
- The meaning of war
- Causes and results of conflict
- The great gifts of civilization in relation to war and peace

IS PEACE POSSIBLE?
- The basis of peace in mutual understanding
- Mutual aid in the past
- Elements of understanding and misunderstanding in the present

WHAT CAN WE DO ABOUT IT?
- The international point of view (two sides to a story)
- Increase of understanding through information
- Increase of understanding through international organization.

Before school closed in June, the honor girls were offered the opportunity to develop the project. They were told that it would be heavy work, even though it might be offered as a major in history and a minor in English and science. There would be no extra credit, and no grades would be given.

When school opened this autumn, the group again were summoned. Fourteen seniors (two have since dropped out) elected to try the project. Half of them took advantage of the opportunity to drop a history course, while the rest decided to pursue it in addition to all their other work.

We began with a study of the major wars of the past hundred years, our aim being to discover in each case whether causes justified the war, and if the terms of the treaty of peace were such as would be likely to lead to peace, or to further warfare. Of the fourteen wars studied, the group was unanimous in feeling that the Russian Revolution was justifiable as a necessary revolt against oppression. In the same way the Boers and the Boers were

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exonerated from blame. The feeling on the Civil War was not quite unanimous, several girls thinking that secession would have been better than the four years of bloodshed. All other wars were held unjustifiable. An attempted study of the relation between war and the great gifts of civilization of all times has led us to consideration of William James' Moral Equivalent for War.

When the group had been working long enough to get their bearings and to acquire a feeling of homogeneity, they set themselves the problem of working out their own course of study, using the meagre outline given them at the beginning as a basis for discussion. The result was the following outline which they are now following in their reading and discussions:

UNIT I

Is Peace Desirable?
- Meaning of war
- Causes and results of conflict
- The great gifts of civilization in relation to war and peace
  - Study great gifts
  - Review results of wars
  - See what historians, psychologists, philosophers, sociologists, and biologists say

UNIT II

Is Peace Possible?

(Review the theory of biological necessity of war)
- Can there be understanding between nations?
  - Causes of misunderstandings
    - National characteristics
    - Racial characteristics
    - Color problem
  - Attempts at understanding
    - Arbitration
    - Gestures of friendliness, such as the United States and the indemnity of the Boxer Rebellion
- Are there common interests that can be developed to better understanding?
  - Economic Interests
    - Money system
      - Government loans
      - Private loans
    - Tariffs and free trade
    - Raw materials
    - Colonies
  - Government
    - League of Nations
    - World Court
    - International law
    - Similarities in government
  - Education
    - Text books
    - Methods
    - Esperanto
    - Exchange of professors
    - Students
    - Travelers
    - International Organizations
  - Newspapers, and current events periodicals
    - Government suppression
  - Peace Movements
    - Scout movement
    - Red Cross
    - Friends Association
  - Cultural Interests
    - Art
    - Literature
  - Scientific interests
  - International conferences

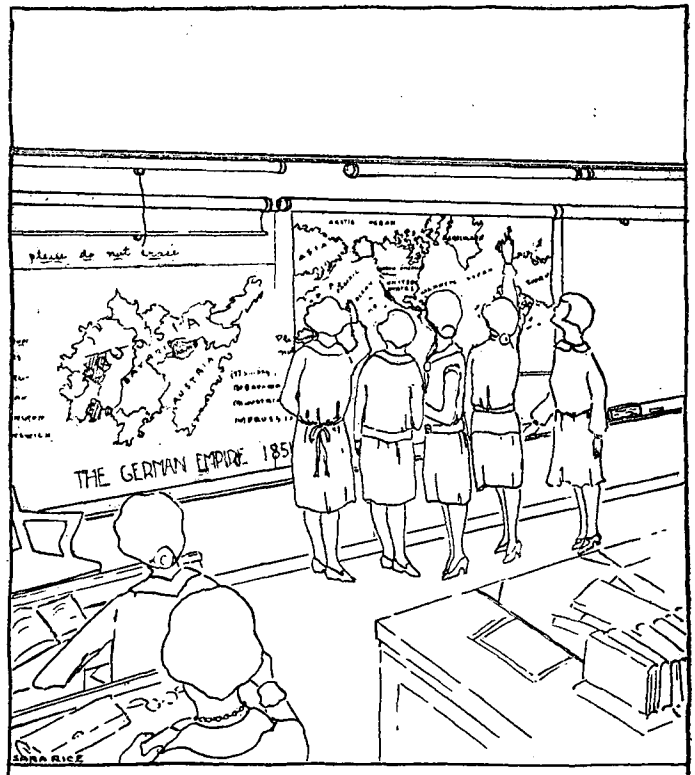
Our bibliography is cumulative and is acquiring a cosmopolitan aspect. To date it includes such texts as: Bassett's Short History of the United States, Breasted's Ancient History, Elson's History of the United States, Gibbons' Europe since 1918, Gooch's History of Modern Europe, Hayes' A Political and Social History of Modern Europe, Hayes and Moon's Modern History, Hazen's Europe Since 1815, Paxson's Recent History of the United States, Robinson's Development of Modern Europe, Schapiro's Modern and Contemporary European History, Wells' Outline of History; such special books on the subject as Howe's Why War, James' Moral Equivalent for War, Bertrand Russell's Why Men Fight; and for the various topics of our outline a miscellaneous collection including Baker-Crothers and Hudnut's Problems of Citizenship (chapter on newspapers), Scott's The Menace of Nationalism in Education, Kilpatrick's Foundations of Method, Kropotkin's Mutual Aid, Lippman's Public Opinion; Russell's Problem of China; fiction like Barbusse's Under Fire, Forster's Passage to India, Abdullah's Night Drums. Naturally, both outline and bibliography will grow and change as the project develops.

The girls are avid for reading matter and filled with questions. Even the academically minded have become interested in the subject for its own sake. Now and then I am startled by the maturity of thought and observation, not only in relation to this project, but also in regard to the educational problem in general.

For instance, one student has worked out a tentative high school curriculum based entirely on project cores. She says:

"Why not coordinate the units? In real life one does not find a block of history, a block of science, a block of geometry, each by its isolated self."

Another attacked the limited "sources" generally made use of, and describing her own new experience, writes:



THE WALL MAP: INDIVIDUALIZED, SOCIALIZED
SOUTH PHILADELPHIA HIGH SCHOOL

Drawing by Sara Rice of the Class of 1928

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"A new and wider field of materials has been opened up to us by which we not only profit, but from which we get great joy."

Others have reported such personal reactions as these:

"I am experiencing a feeling of responsibility, self-confidence and real enjoyment in being allowed to pursue a chosen subject and to work out a course of study."

"I regret that at present the benefit of the course can be shared by so few girls. We have a desire to turn over what we are getting to other girls in the school."

"We have already advanced so that we can begin to evaluate fair and biased authors, scholarly and popular accounts."

"I have been awakened to the realization that peace concerns not only the leaders of the country, as I had always thought, but every one in the country—even me."

The reactions of parents and neighbors were illuminating. Educated in pre-war Europe when the folk-schools, at least, were the greatest factor in the spread of so-called patriotism, many of them were enthusiastic and helpful.

"In ....., where my grandfather received his education such encouragement of individual thinking was unknown. . . . This accounted for political narrow mindedness even among thinking people."

The attitude of the girls toward marks is interesting:

"Much allurement has been added to the course by the fact that the work is without credit. We are learning to work for knowledge, not for grades."

Comments: The Teacher of Science

Our discussions were conducted informally, the group sitting in a circle, free to question and to exchange opinions, based on individual reading of books and magazine articles. The militaristic argument that war is a necessary accompaniment of evolution and progress among living things, brought these comments:

"Among lower animals there is no warfare in the human sense. There is struggle, but it is the unconscious struggle of an individual against a variety of circumstances threatening his existence."

"In no sense does Darwin indicate warfare as it is known to man. When we think of warfare we think of two groups of men fighting against each other with weapons other than those with which they were endowed by nature."

"The physically best men are first taken, leaving the weaker to propagate."

"Physically man has not progressed since the days of the Greeks, although there have been many wars."

Our discussion of mutual aid and cooperation among animals and the part they play in advancing life interests led to an appreciation of the fact that along with differentiation of social life among animals has gone an evolution of neural mechanisms and an accompanying differentiation of instinct and intelligence. There followed an attempt to distinguish between instinct and intelligence: to learn in what ways human instinct links men with the rest of the animal world, and in what ways human reason separates him from the brutes. Quoting again from the girls:

"It is true that man is led by animal instincts, but he can use his intelligence to control them."

"Men can control the food supply by scientific agriculture and by extracting nourishment from otherwise inedible foods."

"It is possible for man to avoid the pressure of population on food supply, for authentic statistics show that among highly civilized nations even in times of peace the birth rate has a tendency to decrease."

"The lower animals clash, they fight and devour each other in jungle, wood and water. Still the animal is not so bloodthirsty as some of the people we read about in history. Man has misused his reason to intensify the horrors of warfare."

Comparison between animal and human evolution led to the conclusion that their direction is not entirely similar. Animals have developed individual strength, endurance, but are on the whole weak in social development. The trend of human progress, on the contrary, is social. Warfare is, therefore, retrogressive rather than progressive. Quoting again from the girls:

"Man still inherits the pugnacious instinct characteristic of lower animals and that leads to conflict. But, since he has developed much greater morality, a social virtue, it appears possible that his keener sense of right and wrong should at last overcome that which shows his relation to the beast."

"The low-browed, primitive, hairy man who survived through brute force gave way to the man who appreciated and encouraged association rather than conflict."

"Modern men have outgrown many age-old practices involving conflict and injustice. Examples of this are piracy, slavery, and duelling. War between nations may follow the same course."

"Man as a savage lived for himself. Later he formed tribes living in little villages, then cities and states and last of all nations. Why should not nations be able to form one huge organization in which the nations' greedy desires would not play an important role, but the good of all the people in the world would be supreme?"

As a member of this group of eager learners, I have enjoyed the earnestness and sometimes the naiveté of their search for truth. I believe they, as well as I, have appreciated the value of the attempt to coordinate learning, thinking, and expressing in different branches.

More Comments: The Teacher of English

The tentative course in English planned for the Peace Project was briefly this:

Literature: Novels, plays and poetry, dealing directly or remotely with war themes.
Composition: Précis of readings and of lectures.
Practice in interpreting, organizing, and presenting material in the form of oral and written reports.
Practice in discriminating between fact and opinion in arguments.

The précis work has probably been the most helpful in that it has made it easier for the girls to organize rapidly the mass of reading the course has entailed and to grasp more quickly the lectures they have heard.

One interesting by-product of the work has been the new realization the girls have had that English is truly a tool subject. The cooperative assignment has made it possible for their English work to function concretely and directly, at least in history and science.

So far we have not turned to the literature planned for the course. It has seemed better to let the multitudinous facts the girls are meeting stimulate their imaginations, and to concentrate on making their technique in speech and in writing support the heavy demands being made upon it. Later we shall try to see something of the part emotional literature has played both as war propaganda, and as an outlet for the stimulations of mind and spirit which wars have exerted on the men behind the guns.

A Last Comment: in Unison

It is too early for results. But this we know: These students are constantly stimulating and guiding us in the fine art of providing them, continuously, and continually, with richer and intrinsicially more valuable content, with greater responsibility, and with wider freedom. Our present state of mind is humiliation for the past and hope for the future, hope for our schools, and, more ambitiously even than that, hope for the world.

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An Experimental Summer School

By JOSEPH K. HART

MODERN experimental schools have long felt the pinch of finding satisfactory teachers. The great teachers' colleges turn out thousands of trained teachers each year, but that very training tends to unfit them for experimental schools. On the other hand, many free-lance teachers who have satisfactory emotional bases for work in such schools have little if any capacity to translate those emotions into the substance of a school's program for the day or the year. Hence, the supply of satisfactory experimental teachers is quite limited. This summer, for the first time, the experimental schools have been enlisted in the task of providing for themselves the teachers they need through an experimental summer school to be held at Manumit School, near Pawling, New York, under the auspices of the Teachers' Union of New York City.

There are always some teachers who want escape from the academic when, by chance, they have a free summer, or when they want intellectual stimulus without the need of accumulating credits. This summer school is planned for them, a place and a time of intellectual release and refreshment in the spirit of modern experimental practice.

AT MANUMIT
Woodcut by Margery Wilson

There will be two schools at Manumit, a junior school for children, and a senior school for teachers, organized within a single program but each having its own tasks and objectives. The children, limited to sixty in number, with eight teachers, will have for two months all the advantages of the best modern educational facilities with the free life of the out-of-doors to boot.

The school for teachers, limited to twenty-five students, will be specifically organized to help these students get the experience and to do the thinking (as much as may be in eight weeks) that will make it possible for them to become experimental teachers in the best sense of the word. Four lines of intellectual interest will be emphasized: the creative arts, which are fundamental in creative education; closeness to nature, through the many and direct approaches of the Manumit farm and the open country; the psychology of the experimental mood and processes, with continual illustration from the school for children; and the philosophy of the whole experimental movement in education. There will be constant interplay between the two schools; the students in the senior school will be confronted by the realities of children's experiences, and they will be compelled to examine every theoretical principle in the light of these realities.

Henry R. Linville, director of Manumit School and president of the Teachers' Union, will be general director of the summer school, and will give the work in the approach to nature. Elizabeth Goldsmith, psychologist of the Walden School, New York City, will have charge of the psychological work in the whole program. The writer will deal with the philosophical implications of the movement. Teachers for the junior school have been selected from experimental schools in and about New York City.

Recreational and social phases of the program will not be neglected. The work of the farm will deepen the sense of natural processes. The countryside is filled with social and historical interests. The old farmhouse will be a center of the day's run of activities. There will be occasional lectures along special lines, demonstrations of special methods of work and instruction and materials, conferences over week-ends, and a rich program which will leave room for concentration of intellectual interest on the part of the children, the senior students and the teachers, too.

There will be no credits for this work—virtue must be its own reward. Fees for tuition and living will be moderate.

Vocational Guidance in 1927

By HARRY DEXTER KITSON

IN connection with the meeting of the Department of Superintendence of the National Education Association in Dallas, Texas, the National Vocational Guidance Association took stock of the advances made since 1908 when Professor Frank Parsons opened the first vocational guidance bureau in Boston. Emerging from the discussions were several conclusions which may guide the further progress of this movement. One was that in public education the junior high school is the place where systematic guidance can operate with greatest effect—the place where all the youth of the population can be reached. The age at which a pupil enters junior high school is the time when he begins to look upon life as it is lived by his elders. A great part of this life is occupational activity; accordingly the child should be given a view of the occupational world. One of the best methods for giving this view is through a course in occupations. Reports showed that such courses are being given in several hundred cities; in others, information about vocations is given in connection with school subjects, particularly English and civics.

Second only to the junior high school as a strategic place in which to give vocational guidance is the senior high school, where pupils begin to specialize in the trades, commercial work, or preparation for college. It was pointed out that about 70 per cent of American high school pupils expect to enter the professions, although barely 5 per cent of the gain-

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fully employed population is engaged in professional work. Obviously, there is dire need for giving high school pupils information about other vocational fields. Since not all high schools are now fulfilling this duty it was generally agreed that the various functions of vocational guidance should be carried on into college.

But the assembling and imparting of information about occupations does not constitute the sole function of vocational guidance. Other functions discussed were counseling, granting of scholarships, placement in jobs and follow-up work.

In spite of the youthfulness of vocational guidance, it has already reached the mature status of a distinct profession. As one speaker expressed it:

> Vocational guidance is not a job for amateurs, to be assigned to a person just because he or she has a warm heart. It should not be regarded as an adjunct to the teaching of English or mathematics. It is not a side issue of the work of dean of men or women. It is not a pastime to be indulged in during odd moments by a school principal, vice-principal, placement officer, registrar or attendance officer. Vocational guidance is a distinct profession, just as independent as the work of the physician, the lawyer, the nurse or any other highly specialized worker.

One of the signs pointing to its maturity is the fact, reported by George E. Myers, professor of education at the University of Michigan, that 28 of 113 cities with a population of more than 50,000 have officers in charge of vocational guidance in their public schools. In many of the other 8 cities several functions of guidance are carried on but without central direction. Dr. Myers warned against placing responsibility for guidance in one of the already organized divisions of a public school system.

Considerable attention was paid to courses for training experts in guidance. George E. Hutcherson of the New York State Department of Education described the standards of professional preparation set up for vocational guidance counselors by his state. The speakers generally agreed that training should be on a graduate basis; the curriculum should not be a hodge-podge of courses in academic psychology, sociology, economics and the like, but consist of studies based on a functional analysis of the work done by vocational guidance workers, including training in research and field work. Some kind of course in vocational guidance is given in approximately forty colleges and universities.

Throughout the discussion no one offered a cut and dried recipe for guidance. Tests for the determination of vocational aptitudes which, ten years ago were looked upon as the most potent tool of vocational guidance, were not mentioned on the program. The impression was given by all the speakers that vocational guidance can not work like a nickel-in-the-slot machine but requires a long period of scientific study and the coordination of many agencies in society, all directed toward the development of every individual to his highest possible point.

TO promote "international friendships" between individuals "as leaven in the heavy loaf of international prejudice," the International Student Hospitality Association, represented in this country by the Open Road, Inc., announces a series of European tours for American students during the coming summer. The plan is an elaboration of the beginning made last year when 200 American undergraduates were, thanks to this effort, able to travel abroad not as tourists but "as one might spend a vacation in an American city—visiting friends and incidentally seeing the town." Through the cooperation of the *Confederation Internationale des Etudiants,* the International Student Service and the *Deutsche Studentenschaft,* these student travelers were "invited guests at private homes, palaces and exclusive clubs," and enjoyed "dinners, formal balls, country dances, hikes, theater parties, conferences and *kneipes.*" Fourteen tentative itineraries are announced, from the Grand Tour of our grandfathers to a hiking trip through Germany. All sailings are student third-class. Details may be obtained from the Open Road, Inc., 2 West 46 Street, New York City.

REMINDING us that mental tests cannot be taken as "magic or infallible indicators of the thing called general intelligence," Virginia Taylor Graham, psychologist, of the U. S. Public Health Service, who made extensive intelligence studies of Negro children in Atlanta during the 1925-6 school year, summarizes her findings as follows: (Public Health Reports, Vol. 41, No. 49): "On various mental tests the Negro children, except at early ages, made averages that are lower than the averages of white children. The discrepancy in test scores between the races increases with age after the sixth year and becomes quite marked by the eleventh year. Variability of performance within each of the races was found . . . to be greater than the difference between the two. . . . In most instances greater variability of performance is shown among the whites than among the colored. This increases the probability of extreme cases in the former race; and since their means are generally higher, it increases the probability of superior scores. The Negro group, on the other hand, tends to hang a little closer around their lower average. On tests of special performance . . . the Negro children seem to do better at rote and practical tasks than at those that involve behavior which may roughly be described as discriminating, analytical and critical."

COMPLETE reorganization of American secondary schools, colleges and graduate schools, in teaching method even more than in curriculum, is urged as necessary by President A. Lawrence Lowell of Harvard in his annual report. He points out that "in America we have been teaching in college what ought to be taught and by methods that ought to be finished in the secondary school; and we have been using in the graduate school methods that should not be carried beyond the college. It is partly for this reason that the American college youth, as a class, has customs, immature modes of thought, an attitude towards its diversions, and lack of a sense of responsibility for its own education that belong to school boys." President Lowell adds: "The problem is one on which all colleges are working and our contribution thereto—and one in which we have reason to feel encouraged—is the general examination and tutorial system."

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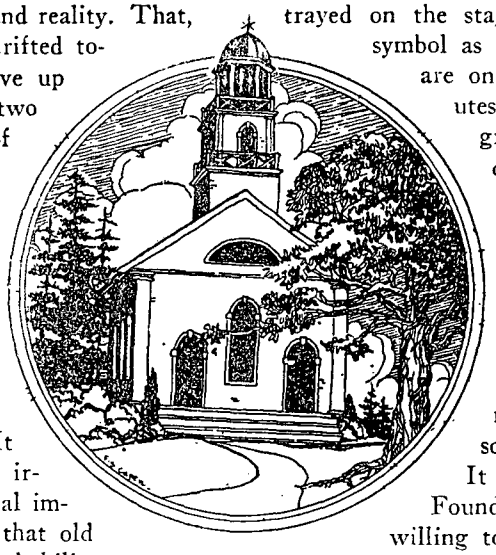
New Guises for Old Truths

By BEULAH AMIDON

THE church I know best is a small yellow brick building in a middle-western town. It is a bare little place, with light tan walls, "golden" oak benches and sallow yellowish-green light through the lozenge-shaped panes of its colored windows. It is of a Protestant denomination so liberal that it makes no concessions to "popery" in the way of beauty or dignity. I never saw this church filled but twice, once for the funeral of a much-loved teacher at the little denominational college nearby, again for the graduation exercises the year the high school burned. At the regular church services, to which I went weekly and sometimes twice weekly during the groping, restless years of early adolescence, I was always depressed by the handful of people, by their middle-agedness and tiredness, their dreary voices when they sang and their mumbling responses when they read. During the sermon, I kept finding myself far away, in some warmly colored little New Orleans street when the bells rang for vespers, on the rocks of La Jolla at high tide, walking up Fifth Avenue under snapping flags and an October sky. The thing I came to church to find I could find only by a dreaming escape to some place of color and reality. That, of course, is why so many of us who drifted toward religion at twelve or thirteen gave up the church experiment after a year or two of baffled effort to make some sort of vital contact with what it stands for in human life.



The Harmon Foundation, viewing this situation in its community rather than its personal aspects, points out that "No matter what may be said to the contrary, the Protestant church is facing an increasingly difficult problem in keeping up church attendance and active interest in religious matters." It adds: "This is not because people are irreligious or irreverent or dead to spiritual impulses; it comes largely from the fact that old eternal truths occasionally require new habiliments—a refurbishing and sometimes entirely new clothing."

As an experiment in giving this needed "refurbishing" to Protestant church services, an affiliated organization, the Religious Motion Picture Foundation was incorporated a year and a half ago. The board of directors, which includes several leading pastors and educators, felt that "beautiful and reverential motion pictures, built on spiritual and religious subject matter, would add vital interest to church service if properly conceived and executed according to the highest literary, dramatic and photographic standards." These pictures were to be used as part of the church service, to illustrate and amplify the sermon idea.

At first it was hoped that religious pictures already made by commercial producers might be distributed by the Foundation. After careful study, however, it was felt that these films, made for entertainment rather than "as a reverential part of a church service," were not what either the Foundation or the churches desired. Therefore, with an appropriation of $50,000 from the Harmon Foundation, the new organization began to experiment in producing films for church use.

Because of the limited funds at its disposal, the Foundation employed professional actors only for the leading parts. In a little studio loft at Chatham, New Jersey, volunteers, enthusiastic about the undertaking, made sets and costumes under the leadership of an experienced director and then took the parts of minor characters and "mobs" in the pictures.

The four pictures so far undertaken all illustrate New Testament texts. In all four of them there is a representation of Jesus, possibly the first time that he has been portrayed on the stage except by some such conventional symbol as a light or a voice. Two of the films are one reel long to run about fifteen minutes, and two are of two reels. A program of distribution has been worked out with the Neighborhood Motion Picture Service, Inc., 131 West 42 Street, New York, through which the films are made generally available. A fee of $7.50 a showing for the short films and $15 for the long is charged, and in many communities the distributors are able to furnish a machine and operator to churches not so equipped, for a small additional sum. It is the belief of the directors of the Foundation that churches should be as willing to pay for religious motion pictures as for good music or stained glass windows. The films are not produced for profit, but neither is the Religious Motion Picture Foundation a charitable organization.

I recently watched a run of two of the films. They are intelligently planned and directed, and they give a sense of reality to the scenes they represent and to the ideas they dramatize.

Whatever the church has of wisdom and helpful guidance for the young people of American communities should be made more directly available through this touch of vitality and beauty in the conventional church exercises.

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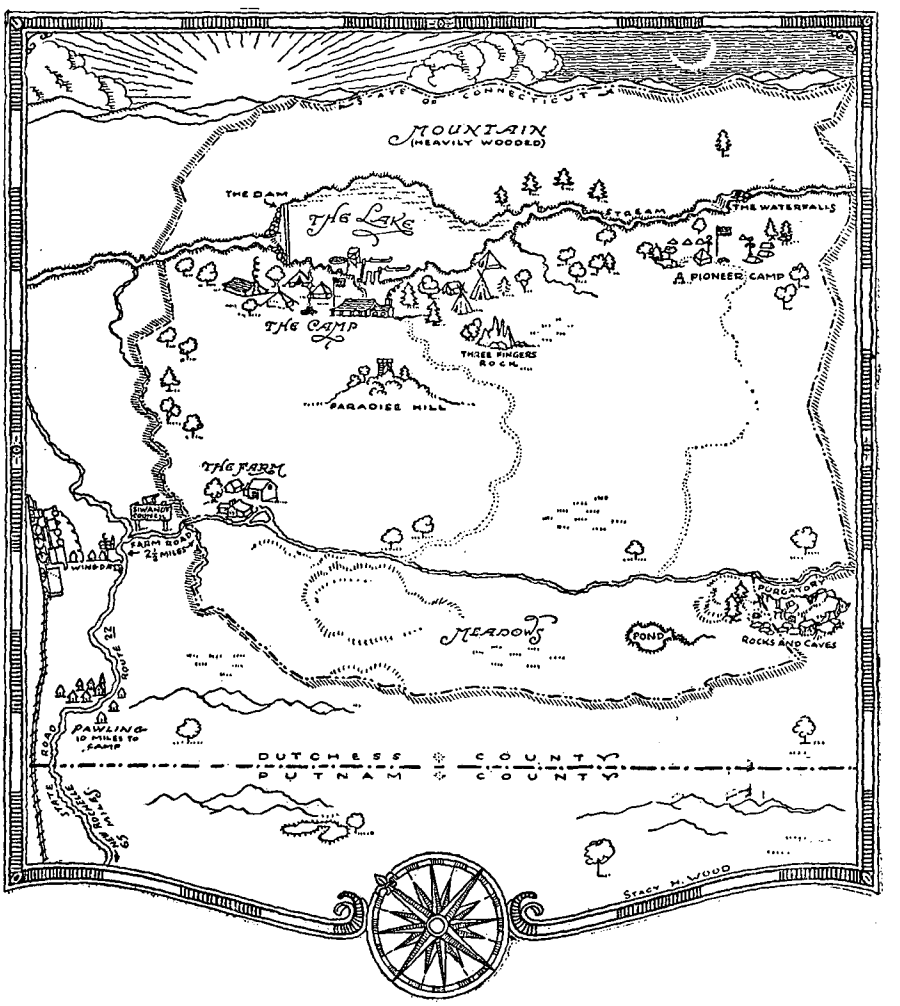
Less Competition in Missions

By FRED EASTMAN

THE leading home mission agencies are making progress in dealing with financial aid to competing churches in rural America. Three years ago, when The Survey [June 1, 1924] presented the situation, Dr. Edmund deS. Brunner of the Institute of Social and Religious Research estimated that of $4,240,000 which Protestant churches were giving yearly in home mission aid to some 20,000 rural churches a little over $3,000,000, or 71 per cent, went to competing points. While no similar estimate is now available, reports of the home mission boards of the major denominations indicate a change in the right direction.

The Methodists, largest of the denominations, withdrev aid from at least two hundred such centers during 1925 The annual report of the Rev. Mark A. Dawber, super intendent of their rural work, frankly faces the probler and seeks to quicken the conscience of his church regard ing it. He calls for further withdrawal of aid to com peting churches and urges the use of such funds for de veloping non-competitive enterprises. "To continue th present method," he says, "without any attempt at redres is to invite a criticism that will culminate in the furthe breakdown in missionary morale and the ultimate refusa to support our missionary causes." Further, the rural de



Not even the vernal seed catalogues give a sharper push to the imagination than the enticing map which the Siwanoy Council of Boy Scouts has had drawn of its projected camp in Dutchess County, New York. Purgatory appears in the lower right hand corner but apparently it is unnecessary to indicate Heaven, for that is all over the place. The Siwanoy Council includes 34 troops with 1,050 boys in the Pelhams, New Rochelle, Larchmont, Mamaroneck, Port Chester, Harrison and Rye. A gift of $14,000 has secured the purchase of the 400-acre farm for the new camp, and the $75,000 fund needed to develop it is being raised. Its brook is "alive with trout." When the camp is not in session in spring and fall, it is to be made available to fathers and sons for week-end parties.

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partment's objectives, according to its latest report, specifically mention as one of its goals the "centralization of churches of our own denomination and the allocating of territory where other denominations are involved."

The Methodist Board a short time ago adopted the report of a special commission recommending the enlargement of parish boundaries, interdenominational adjustments, and other policies looking toward the development of self-support. It states that the scandalous evils of denominational competition in thousands of places must be eliminated and the Methodist Church must accept the responsibility for its share in the elimination. The Christian Advocate in endorsing this report, says that the motto of Methodism in local communities must not be, "Don't give up the appointment," but rather, "Don't give up the Kingdom of God."

The Congregationalists, who have never been great sinners in this matter of competition, candidly list the very few competitive churches of their communion which are still receiving aid and state in no uncertain terms their attitude of opposition. In Montana, they have concluded arrangements with the Presbyterians for the exchange of twelve churches to avoid duplication and increase effectiveness. It is in Montana, by the way, that the greatest progress has been made by Protestant churches in eliminating waste of money and spiritual effort in over-lapping. This has been accomplished through the Home Missions Council, of which the Rev. Elmer H. Johnson, a Congregationalist, is secretary. He says, "Where a village is found to have too many churches it is not because the local people have said, Go to, now, let us have another church, but it is because some traveling ecclesiastic has come in from the outside to bag another organization. And he has come with subsidies."

The Presbyterian Board of National Missions has gone on record as being "unequivocally opposed to the use of home-mission aid for the furtherance of competition." The budget estimate blanks of the board now require that competitive fields be especially listed and that an explanatory statement be appended giving the reasons why aid should be given. Although this board gives no figures as to the number of rural churches from which the denomination has withdrawn home mission aid because of their competitive character, it says that it has made adjustments in a considerable number. In response to our inquiry, the clerk of the board, the Rev. H. N. Morse, writes:

> There is not as much competition in our work as one would be allowed to believe from statements appearing in various periodicals from uninformed sources. . . . Our first problem has been one of classification which is fairly well completed. The second problem has been to get a report on general procedure. This we hope is on its way to accomplishment through the Home Missions Council. The third step would be to secure adequate machinery for adjustment on the field, and a good start has been made. . . . The fourth step would be a far reaching educational program and the beginnings have already been made for that.

The Baptists are less specific in regard to their recent efforts in this direction. Their policy, so far as national headquarters goes, is against it, but the initiative is left to state conventions, the national home mission society reserving the right to refuse an application for a missionary to a field already over-churched. Just how often this right has been exercised we do not know. However it will be remembered to the lasting credit of this society that it was one of its representatives, Lemuel Call Barnes, who was the moving spirit in creating and establishing the Montana plan already referred to.

So much for the major denominations operating in rural America where most of our Protestant churches are located. An even more encouraging sign of the times is the number of young seminary students who have declared that they will refuse to accept appointments to competitive or over-churched communities.

The problem of competition is by no means solved. It may account for two million dollars a year of home-mission money. But it is apparent that the largest and most influential of the denominations are now headed away from it, in field work as well as in official speeches, and the others will eventually follow. The conscience of the churches is aroused. Some courage is being shown. The technique and the educational process to make the thing effective will surely come in time.

Sectarianism in Social Work

By ROSS W. SANDERSON

PART of the present difficulty confronting Protestantism is the fact that various denominations formerly (they have largely abandoned the theory now) felt it necessary to have a church in every village. Much reproach has been heaped upon the church because of this competitive sectarianism. The villages of America are just now trying to seek a way out of this historic difficulty, and the church at large is struggling to adjust itself to this widespread change.

So much the more unfortunate is it that social work should to some extent make the same mistake. Many national social agencies apparently wish to establish their work in as many counties as possible without due consideration of the agencies already at work, and of the comparative needs of counties less well organized. County A, which has a county Y.M.C.A., seems to be generous and public-spirited; therefore, we will try to establish a Red Cross chapter with a paid secretary. County B, which has a Red Cross chapter, seems to be generous and public-spirited; therefore, we will try to organize work among the girls. County C, which has an unusual record in the Boy Scout field, seems to be generous and public-spirited; therefore, we will try to organize family relief on a modern case-working basis. The second enterprise, whatever it is, however worthy, may be the straw which breaks the camel's back. A third may mean the collapse of all county work.

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Of course the argument has been over-simplified above, but not to the point of caricature. Is there any reason why every one of a half dozen or a score of national organizations should have organized work in every county? Manifestly that is economically impossible even if there were the interest to sustain the work otherwise.

The moral is plain. The solution begins to loom on the horizon of social work. One would not expect a Red Cross nurse to be a good Scout executive or a Y.M.C.A. secretary to be a good school nurse. There are varieties of articles which cannot be tied up conveniently in the same package, and there are limits to human versatility and adaptability. Yet there is a plain field in the rural sections for the less specialized social worker. In fact, whatever the nature of his work, the social worker who goes into a rural county, finds himself first of all a sort of social engineer. His technical task takes less and less of his time as he begins to understand the community and the social problem of the county as a whole. In the performance of his own specialized task he pulls up the whole life of the county by the roots; he must begin to understand the rootage.

In Sedgwick county, Kansas, for example, we have a county Y.M.C.A. secretary, a farm agent, a home demonstrator, and a Red Cross secretary. These are informally associated in friendly fashion. There is also an indigenous development of the Y.W.C.A. among highschool girls. Doubtless there are other incipient developments of social work. Many types of social need are not adequately met, for its human needs and capabilities are as complex and varied as those of Chicago and New York. Yet it cannot be hoped that rural Sedgwick county should duplicate in its organization and personnel the complexity of a metropolitan area.

Social progress in rural Sedgwick county must be treated as a unit. Those already at work in the field do wisely to capitalize all the available resources, to analyze all the unmet needs, and to plan patiently for symmetrical development as funds and personnel permit. Best of all, they can serve effectively by interpreting to the rural sections of the county the agencies to which they can turn for assistance, and to the city of Wichita the opportunity for education and service which the county affords the city-dweller. Doubtless the time will come when the ties which bind city and county will be stouter.

LET the county Y.M.C.A. secretary, Guy T. Gebhardt, set forth his notions on this subject in his own words:

"In order that the agencies already on the rural field should be able to do the service tasks not directly in their line—but much needed—and thus avoid duplication and overcrowding, two or three things seem to be established as fundamental.

"The local community should be regarded as the unit and should in a large measure determine the type of work to be done. This would call for a community council of some kind for study and conference. This council should represent all of the elements interested in community building. They should not be "over sold" on a certain limited program but should have a broad understanding of the whole of community needs. This would call for some simple but thorough survey which the existing agency, whatever it was, could well direct.

"If certain clearly defined needs became apparent that could not be met by the local leadership in cooperation with the directing agency, it might be possible to secure temporarily some technical supervision until local leadership had been developed to meet the situation. Just how much such technical supervision would be needed would be determined by this community council. In other words, the agency now in the field would carry the work of community organization and conference and develop local initiative and leadership training, calling in technicians as needed to supplement the county executive.

"If two or more agencies should seek to enter the county, those should be chosen which could best complement each other in the approach to the whole need of the county. One agency for economic development, such as the Farm Bureau; one for health and social service, like the Red Cross; and one for religious education like the Sunday School Council, the Y.M.C.A. or the Y.W.C.A. would make a splendid team for the more progressive rural counties. They would all work, of course, in close cooperation with the public schools and the local churches."

A House For Mrs. Horse

DIFFICULT as it may be to get and keep a roof over one's head in this civilized land, American tenants may still be thankful that their lot is not cast in China. From F. S. Wickes, a Survey reader in Lintsing, Shantung, comes this account of a housing problem and its solution:

"Mrs. Horse is a widow with two young children. They were living in one small room in a very dirty yard with a public toilet draining down against their wall. The place had been rented two or three years before, during the husband's lifetime, and the lease had disappeared. Just before Chinese New Year the landlord came to her and said she must pay again for the place; he said he had had an offer of eight dollars for it and she must give that or get out. Her friends and neighbors were sure, as was she, that the lease was not up for three or four months to come, but with the document lost she had no defense there. They also agreed that the price was absurd for such a poor place. But the landlord was a Mahommedan, and well known as a mean old fellow.

"So Mrs. Horse came to her employer (she is sewing for a missionary family) and asked if she might borrow the money, as her wages would not cover extras like this. Her employer asked what length of time a new renting at $8 would cover. Well she did not know; he had not said. Her employer would loan the money, but only after all such points were made clear. A couple of days later she came with the smiling information that others had talked with him and he had reduced the price to $4. For how long a time? one year? two years? Well, he had not said, and he refused to draw up a lease. Very well, no lease, no loan. She again approached him and returned tearfully to say that he told her that she shouldn't dictate to him and she could get out, the sooner the better.

"Where could another place be found within reasonable distance of her place of work? There was nothing, nothing. Red eyes and melancholy looks. Somebody had a bright thought: Ask Mr. Fish! He can find a way if anybody can.

"In a few days Mr. Fish had found a way, and a place. This time it was two rooms, in reasonably good condition, and in a clean yard with some good old ladies and a widowed daughter or two, and not too far away. Smiles now. Mr. Black himself called on the employer (gray-

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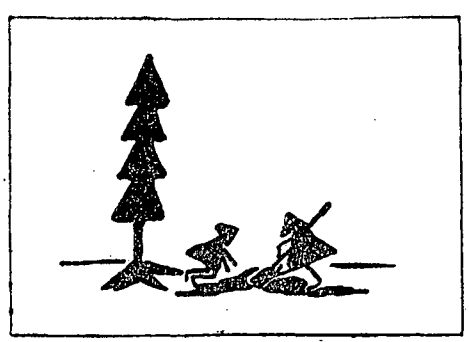
bearded and smiling and full of tales of his past magnanimities) and brought the lease for inspection. There it was all in black and white on a paper two feet wide and three feet long. The lady-employer was not sorry that her husband was in bed with a slight indisposition so she had good excuse to retire with the lease and not be obliged to show her ignorance of such characters in public.

"Between them they puzzled it out. For the sum of 48 diao (about $8 Mexican) Mrs. Horse is to have the use of the place for three years; she to maintain any inside repairs, and the landlord any needed outside repairs, and if the roof-tree falls the two parties to repair together; at the expiration of the lease she is to receive back what she paid for it.

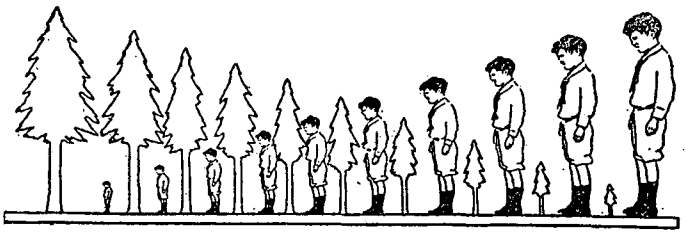
"How does that strike America? But in China money is so tight and interest rates so exorbitant—15 per cent a month maybe, or more—that a man is glad to borrow without interest and loan the use of his property in return."

THE OWNERS of a 230 acre farm in Allegany County, in the southwestern part of New York State, offer it as a gift to a properly accredited philanthropic organization which will use it for altruistic purposes. The farm has been in the same family for more than a hundred years; it has its own gas wells, electric lighting plant, running water, two houses, barns, farm machinery and electrically operated machinery for a fully equipped dairy. It is 1,500 feet above sea level, on a main east and west highway, and the main line of the Erie railroad. The only restriction on the gift would be a control of the proceeds of the sale of the property if the project should fail after honest trial. Any interested organization is invited to correspond with the Reverend Robert Grenville Armstrong, 103 Madison St., Wellsville, N. Y., giving the plans proposed for the use of the farm and evidences of the purpose and backing of the organization.

1927 is Tree Year in Camp Fire. With the aid of the United States Forest Service a Tree Year Committee has worked out a program of suggestions ranging all the way down from a Camp Fire Forest to setting a permanent Christmas tree in one's own backyard or making a tree census or a tree map. The January issue of The Guardian, published by Camp Fire Girls, Inc., at 31 East 17 Street, New York, carries a full account of the program, including lists of trees suitable for planting in each state and the names of persons interested and able to give advice and help to Camp Fire girls or others.



AS THE number of people increases, the tree population is dwindling. To mark the semi-centennial of the first step in forestry by the United States government and "to help the coming generations of Americans profit by the lessons of the past," the American Tree Association has issued an illustrated Forestry Primer, telling the story which lies behind the alarming fact that the forests of the United States are being destroyed by cutting, fires, and pests, four and a half times faster than forest areas are being regrown. Total printings of the Primer have already climbed past the dizzy heights of best sellers to 700,000 copies, distributed by state forestry and



educational associations as well as from the offices of the American Tree Association at 1214 Sixteenth Street, N. W., Washington, D. C.

GROWING communities of 2,500 population or over are invited to present their claims to a $2,000 award by the Harmon Foundation of New York City for the purchase of a permanent playground, announces the Playground and Recreation Association of America, which will administer the awards. Twenty-three playgrounds at a maximum cost of $2,000 each will be given by the Foundation in 1927, bringing to a total of 100 the recreation fields which this organization has helped to secure since 1922. To be considered for an award, the community must show a growth of 30% or more since 1900. Application blanks and complete information concerning the terms of the offer may be obtained from the Playground and Recreation Association of America, 315 Fourth Avenue, New York City.

FROM June 16 to June 22 the grounds of the Department of Agriculture at Washington will be turned into a big camp for some 200 young representatives of the boys' and girls' farm clubs maintained by the Department throughout the country in co-operation with the State agricultural colleges. Each state may send two boys and two girls, and each delegation will be accompanied by the member of the state agricultural extension service who is in charge of club work. The aim of this Washington camp-meeting is to provide country-wide discussion of the problems met in carrying out extension work in agriculture and home economics with boys and girls on the farm, through such projects as the corn, canning, poultry, cotton and similar clubs, and of ways in which this work might be extended to include more of the 11,000,000 young people in rural districts. The seven-day program includes an allotment of time for fun and sight-seeing as well as conferring.

THE ECONOMIC slump which lies behind some of the problems which these farm clubs are trying to meet appears in a study of farm real estate values recently issued by the Department of Agriculture. At the crest of the boom of 1919-20, farm values averaged $107.89 an acre for the whole country. In six years that average fell to $76.47. The decline was particularly severe in the grain and livestock states of the Middle West, in several of the Mountain states and certain cotton states. Sharp increases in farm values were found in the Texas Panhandle where cattle ranches were converted into cotton farms, and in western Kansas where there was a shift from grazing to wheat-raising, aided by the development of improved power machinery. The Department estimated for the various states the number of farms which changed hands during the year ending March 1, 1926, because of mortgage foreclosures, bankruptcies, defaults of contracts, or sales to avoid foreclosures but not including forced sales for taxes. These averaged 17.26 per 1000 for the whole country, ranging from 4.94 in Massachusetts, where farm values have been rising, to about 26 per 1,000 each in Minnesota and Iowa, 39.56 in Idaho, 46.25 in North Dakota and 52.49 in South Dakota.

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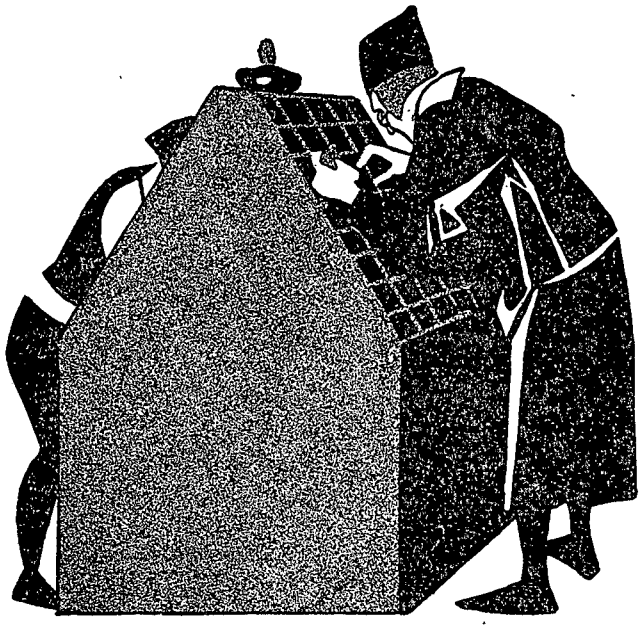

Cover design showing an old style case of type, by Piero Bernadini for Il Risorgimento Grafico, the leading Italian typographic magazine

Books in Our Alcove

Watch-Tower Views of Cooperation

THE COOPERATIVE MOVEMENT IN SOCIAL WORK, *by William J. Norton. Macmillan. 373 pp. Price $3.00 postpaid of The Survey.*

THIS question of Federation in Social Work, which was sometime an issue in the United States, still troubles those who do not see far. These perishing souls need not so much a magnifying glass with which to see the minutiae of the great phenomenon, but rather a watch-tower from which they may look north, east, south and west. For the first time in the history of social work they have it. For though Mr. Norton in his exhaustive treatment has not neglected the detailed mechanism of cooperative organization, his most telling stroke is the assembly of all aspects and angles of the subject into a single perspective. In his hands cooperation stands out clear against a background of nondescript charitable effort and undeveloped public consciousness.

With painstaking care and eminent fairness he sets out the historical development of the modern federation through the associated charities and the charity endorsement movements to the beginnings of joint financing. The profound influence of the war he explains with rare insight into those values which the nation in general and the social worker in particular have found it so hard to appraise.

Mr. Norton's book rises distinctly above the level of a mere argumentative discourse in favor of federation. Though he is admittedly a federation man, and foremost, perhaps, among them, he goes to great length in setting forth the riddles and obstacles which have beset financial federation and which still face it in the process of evolution to complete cooperation.

The chapters on Enlarging and Improving the Standards of Social Work set out evidential facts fully establishing the conclusion that not merely in finding more money for its constituents has the federation served, but also largely in the expansion of sound case-work and the setting up of standards of efficiency. He says:

> An agency entering a federation is like a boy graduating from college. Hitherto he has been dependent upon father and mother and the great love they bear him for his progress. Now he is thrown into the hurly-burly of life, to win or lose according to his capacity to change an indifferent public into an admiring and helpful support. He passes from the protective circle of a family into the maelstrom of life where merit is the great test. Federation turns organized social work over from the safe keeping of a few fostering relatives to the mercies of the great public. It is a mighty test that any agency worthy of the great calling of social work should be glad to welcome.

The profound influence of the cooperative movement upon the individual charitable or social work effort is becoming increasingly apparent. Heretofore we have quarreled over the superficial results. Would it dim the eyesight of our fondest patrons? Would it make us so dependent that if it ever failed we must die with it? Would it take away our chief activity, the anxious scramble for contributions? We have not looked up and away to discern the public well-being as a great objective; and so we have missed the far-reaching influence of the federation movement. Of its future the author says, "We are only in the beginning of an influence upon social work that will be as profound in the

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reation of a scientific background as the influence of the ist generation was profound in the creation of a popular ill to establish the system and the mechanism for the alleviaon of human misery, and an approach to social justice."

The author explains in detail the theory of the central udget, the campaign method of raising funds, and the finanial results of federation to date, but "after all," as he exlains it,

> is not a method that we seek first, but a purpose. The purose is a union of the scientific approach to humanism, and the piritual urge giving humanism vitality, into an understandable, esponsible system sufficiently dominant to permit the scientific pproach to work itself into an economic and wasteless method, nd sufficiently pliable to permit the simple spiritual element f sympathetic love to knit the rank and file of men and women nto loyal devotion to the system.

For those who linger on in older philosophies and doubt he soundness of federation, this story of the inception, growth nd present condition of the movement will be a revelation. For those who, fully convinced of the logic of federation nd alert to its values, see that it has now passed its cotyledon tage and is about to put forth real leaves,—but what leaves hey cannot foresee with clearness—for these, too, this is a reat book, since it assembles the products of the movement vhere they may be seen together. If a glimpse into the future is to be vouchsafed to any of us, it should be offered y this work.

ROBERT W. KELSO

Boston Council of Social Agencies

Our Interwoven Progress

SOCIAL PROGRESS, *by Ulysses G. Weatherly. Lippincott. 388 pp. Price $3.00 postpaid of The Survey.*

ONE mode in sociology is the philosophical, formulating presuppositions, synthesizing the results of separate nquiry and projecting into the unknown. A second is the cientific, painstakingly and objectively analyzing more or less listinct factors and processes, testing hypotheses rigorously in he attempt to learn what "society" is and "how it got that vay." A third is the technological, the development of techniques for control and programs for social action. Professor Weatherly's new book must clearly be judged as of the philosophical type. He says in the preface:

> I have no single philosophy of progress; in fact, I shall have written in vain if I have failed to make clear that I believe here is no single principle of progress. Hence, this is no guidebook for promoters of pinchbeck reforms, any more than it s a "glad" book for the use of booster organizations and other professional optimists. If there be an undertone of pessimism n it—and I doubt if any thoughtful student of social evolution ever quite escapes the pessimistic note—perhaps this may help, however slightly, to counterbalance the flamboyant worship of mere bigness to which we are all addicted nowadays. . . . Whatever modest lesson I have here attempted to inculcate is summed up in this: that social movement is an endlessly changing fact, and that adaptation is a process that is never finished.

Professor Weatherly gives a rather well-balanced statement of outstanding factors in social change and existing attitudes toward change. Yet his acceptance of the term "progress" is itself a handicap in his effort to be "objective" nd "pragmatic." While he raises the question: Who or hat is to decide whether a given movement is progressive? nd while he insists that "what we are concerned with is not rogress but *progresses;*" he also talks about "the highest ype of personality," "the true value of a society" and "some ar-distant future end." His frequent use of the word 'should" indicates that he is after all presenting his own personal philosophy of life—not that there is anything objectionable about this. On the contrary, most readers will agree that his is generally a wholesome point of view. There is hardly anything in this volume which has not been effectively presented elsewhere, though the ensemble is unique.

University of Kansas STUART A. QUEEN

Light for Laymen

SOCIAL ADJUSTMENT, *by Robert Cloutman Dexter. Knopf. 424 pp. Price $5.00 postpaid of The Survey.*

THIS volume is not presented as a treatise for professionals but for the college students who will one day be the men of affairs, or for laymen who want a practical descriptive work on social pathology. The layman the author has in mind is the man who is generally asked to dig down to put over programs of social adjustment. When Mr. Dexter was a social worker he seems to have learned that if there is anything the layman needs more than all else it is light that he may know when to dig deep and when to pass up. While most of these men and women of affairs are the products of the university they do not seem to have received much of a comprehension of social problems from the social science to which they were exposed.

The book is simple, direct and entertaining without stooping to jazz or sloppy sentiment. It is generous and sympathetic, yet free from ranting about evils and reform. The chapter on "The Century of the Child" another on "Thwarted Childhood," and a later one on "Sex and the Family" have taken frank hold of the problem of the child, the woman and the family in a changing order. Old age like childhood is a liability. How passionately we think on such vital matters as birth control, race, immigration, crime and the economic aspects of social pathology! Dexter's dispassionate frankness is not new just as his subject matter is not new to social science. It is doubtless new to social pathology as taught in many colleges.

Not many college students or laymen either will read books on social problems for pastime. By experience they have found most such books either too erudite or dull. Such charges cannot be made against this book which touches bedrock without dragging. It is a reasonably complete introduction to the field. More space might have been spent on the role of the city in exaggerating social maladjustments and probably more could have been said about the social implications of migrations. A chapter is given to social work and another on community organization. These, too are of necessity sketchy. From one group of social pathologists will come the protest that Dexter did not use the case method in presenting his material. That method would not take with the audience in view who respond best to the discursive presentation.

Whittier House NELS ANDERSON

Why Boys Go Wrong

THE DELINQUENT BOY: A SOCIO-PSYCHOLOGICAL STUDY *by John Slawson, Ph.D., Research Secretary, Federation of Jewish Charities, Cleveland. Richard G. Badger. 477 pp. Price $5.00 postpaid of The Survey.*

JOHN SLAWSON has done in this book a valuable piece of research in the field of statistical psychology. While the body of the treatise is probably too technical to interest the layman, the author's conclusions, based on a study of some 1,500 boy delinquents in four New York state institutions, are of significance to social workers and sociologists. Recognizing the importance of the genesis of

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adult criminality in youth, the author purposes to evaluate the "contributory strengths of various mental, physical, and environmental factors to juvenile delinquency."

After a judicious application of selected tests and measurements and a correction of his findings by comparison with control groups of non-delinquents, he found no significant association between male juvenile delinquency and any of the following factors: intelligence, mechanical aptitude, weight, height, sensory defects, psychophysical status, having been in an orphan asylum, step-parents, mother obliged to be gainfully employed, and overcrowding in the home. Associations high enough to be significant were found between male juvenile delinquency and abnormal marital status of parents (death, divorce, and separation), inferior paternal occupational levels, inferior social status, and psychoneurotic make up. The author does not venture to commit himself, however, as to the innateness of psychoneurotic tendencies.

These conclusions, of course, hold only within the limitations of the author's data. They do not measure male juvenile delinquents who are never caught, who escape contact with the law through economic, family or political influence, who are arrested but dismissed, and who are put on probation merely. The inferences to be drawn from the statistical findings achieved are somewhat uncertain and need to be supplemented by numerous case studies which would reveal some of the mechanisms behind the indicated trends as well as clues for further statistical research. The author has made no attempt to correlate demoralizing social patterns or group excitations with the genesis of juvenile delinquency.

Like all pioneering work, however, this book raises many more questions than it answers.

FREDERIC M. THRASHER

Illinois Wesleyan University

Every Child Is A Problem

CHILD GUIDANCE, *by Smiley Blanton, B.S., M.D., and Margaret Gray Blanton. Century. 301 pp. Price $2.25 postpaid of The Survey.*

THIS book bears further witness of the increased emphasis which is coming to be placed upon the normal child, especially during the all-important preschool years, in the general fields of clinical and child psychology. The guidance clinic, originally instituted for the purpose of dealing with the abnormal or the "problem" cases, has been steadily widening its aim to meet the fact that every child is potentially a "problem" child, and that the greatest problem of all is that of aiding the normal child to meet the difficulties of gradual personal-social adjustment in such a way that he may realize as fully as possible his best capacities. The inadequacy in most cases of the old attitude of "leave it to the parents" is appreciated by none more than by the parents themselves, as is evidenced by their eagerness to seek expert advice when such advice is made available. Such studies as the present one will do much to increase the amount of aid that can be given.

To their task the authors bring a wide range of clinical experience, backed by a familiarity with present-day psychology and a refreshing sanity of outlook. The first of the book's three sections deals chiefly with functional development, and training in the fundamental personal habits; in Part II are discussed the more complex social adjustments; while in Part III there is presented a systematic method for personality study found useful by the authors. No topic of importance is really slighted, although the wide range of materials naturally prevents a full development of many. The book is, therefore, to be recommended more as supplementary reading, or as a text-book in connection with lectures that may more fully develop the several topics, than as complete in itself. It should not be regarded as a handbook for parents, although to parents seeking a new point of view, it should be of interest and value. Its discussions are clear and concrete, its illustrative cases representative and apt, and its methods generally sound.

Its psychology is that of the present day. The authors have had the courage to throw overboard the outworn fatalistic "instinct"-psychology that still hampers so much the progress of educational psychology, and to proceed on an empirical basis. Theirs is the only attitude that can make such work really far-reaching, and to their clear realization of the assumptions from which they start may be ascribed in no small part the success of their effort.

B. M. CASTNER

The Yale Psycho-Clinic

The Negro In Our Midst

THE AMERICAN RACE PROBLEM, *by E. B. Reuter. Thos. Y. Crowell Co. 448 pp. Price $2.75 postpaid of The Survey.*

THE strong point of this book is its clear and interesting interpretation of social statistics, not only in the general chapter on Negro population but also in those on health, on education, on delinquency, in which material not easily accessible is presented with fulness and authority. The author is less happy—indeed, very unhappy—in some of those sections upon race psychology, and a parallel listing of seeming contradictions in his account would fill one of these pages. Perhaps one or two fundamental misconceptions are the cause of other errors of judgment. For example, he repeatedly states that the attitudes of Negroes toward the white race in the period immediately after the emancipation remained one of complete self-abasement, a statement in striking contrast with the available evidence. There are many other estimates of doubtful validity in regard to cultural traditions and contributions.

Like other recent textbook writers, Professor Reuter gives much space to the historical backgrounds. Such retrospect is an essential of understanding; but when it is partial and over-emphasized in relation to the influence of more recent events and developments, it may actually make for misunderstanding. After all, the vast majority of present-day Americans have no history of slave-ownership behind them and the frequent reminder that their colored fellow-citizens are, in part, the descendants of slaves encourages a wrong attitude unless there are equally strong reminders that many of the oldest native white families are descended from indentured servants, deported convicts and impressed Hessians. But unfavorable race memories, as a matter of fact, are not cherished and therefore lose their potency more quickly than favorable ones.

The author's conclusions as regards the future of Negro-white relations are pessimistic. It is a great merit of this book, going far to balance its imperfections, that it does not substitute sentimental hopes for ugly realities in the present race situation.

BRUNO LASKER

The Inquiry, New York

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RUN OF THE SHELVES
A DESCRIPTIVE LIST OF THE NEW BOOKS

Communities

THE SOCIOLOGY OF RURAL LIFE, *by Horace Boies Hawthorn. Century. 517 pp. Price $3.75 postpaid of The Survey.*

WITHIN the scope of a college text-book this volume has outstanding merits. Its treatment of such approved topics as Tenancy and the Rural Mind is reliable, sensible and interesting, and on such fundamentals the reader will find real guidance at the minimum expenditure of time. Though a text, the book through its literary quality will bring the student into contact with an inspiring teacher. But its scope is only a text-book's. The author's optimism about the outcome of the rural exodus is based on the accepted economics of Adam Smith. "The present stampede to the city, occasioned by the industrial dislocations of the War, will exhaust itself as soon as the underproduction from under-manned farms boosts agricultural prices, and city jobs are swamped by job-hunters." The process described requires no rural sociology or other exercises of intelligence: plants make such adjustments as well as men. That Wisconsin farmers market cheese cooperatively is reported; that they manufacture the cheese cooperatively does not appear. There is passing mention that manufacturing might be done in rural regions: "Since such work would be in the form of a 'windfall' the cost of the labor would be lower." The absentee farm-owner is recognized as an evil; the absentee factory-owner is not. The bibliographical references include Veblen's Theory of the Leisure Class, but not his Absentee Ownership; Kropotkin's Mutual Aid, but not his Fields, Factories, and Workshops.

C. F. ANSLEY

PRACTICE OF MUNICIPAL ADMINISTRATION, *by Lent D. Upson. Century Co. 588 pp. Price $4.00 postpaid of The Survey.*

THANK HEAVEN the day of the little green "civics" text-book with its drab pages of definitions and lists of petty hierarchies has gone forever. When a man writes about government today he writes about an administrative or a social process, or both. The director of the Detroit Bureau of Government Research heads his first chapter Administrative Organization, but he gets to a list of municipal functions on page 8 and never strays very far from them for the rest of the book. In treating of such matters as health, charities, correction, the courts (each of which has a separate chapter) Mr. Upson shows his familiarity with the viewpoint of current leaders in social and health work and his footnote references will put the careful reader in touch with excellent authorities. A bulky book for general reading, but a well-considered and useful text for school and college use.

G. S.

Industry

PRINCIPLES OF EMPLOYMENT PSYCHOLOGY, *by Harold E. Burtt. Houghton Mifflin. 568 pp. Price $3.00 postpaid of The Survey.*

SCIENTIFIC control has been applied to financing, inventory reduction, straight line production, and working conditions. But the average executive approaches scientific worker selection like a playful maverick steer shying at a geological survey marker. For one, the reviewer does not blame them; employment psychology until recently has been principally negative and seemingly designed to show that the executive could not pick men and did not tell them how to apply psychology in picking workers. Burtt casts some of the false Gods out of the temple but devotes most of his book to explaining and illustrating how mental tests are and should be used. It is not a manual of tests which can be immediately used by the employer, but rather a faithful portrayal of how they can be used and adapted to specific firm needs. The reviewer's high opinion of this book is shown by his discarding one of his own writing and adopting Burtt for use in a practical training course.

DONALD LAIRD

Colgate University

THE EVOLUTION OF MODERN CAPITALISM, *by John A. Hobson (new and revised edition). Scribner's. 510 pp. Price $2.50 postpaid of The Survey.*

Social Practice

THE CHURCH AND SOCIAL RELATIONS, *by Hubert C. Herring and Benson Y. Landis. Pilgrim Press. 157 pp. Price $1.00.*

THE authors of this text for discussion groups and church-school classes really know better. But the temptation to satisfy a large and unintelligent demand for study material, so predigested that any well-meaning if ignorant Sunday-school teacher can administer it, was too great. No less than thirty-nine big topics are covered with half a dozen questions and two or three informative quotations each. Instead of offering easy steps for little feet—the ostensible purpose of this sort of literature—the booklet really encourages giant leaps from cloud to cloud. The churches fool themselves when they offer this sort of text to make enlightened Christian opinion on social issues.

BRUNO LASKER

THE NEW SOCIAL RESEARCH, *by Emory S. Bogardus. Jesse Ray Miller, Los Angeles. 287 pp. Price $2.00 postpaid of The Survey.*

THE New Social Research by Professor Bogardus of the University of Southern California is an interesting and practical account of the plans, organization and work of the Race Relations Survey on the Pacific, of which Professor R. E. Park is director, and in which Professor Bogardus had a prominent part. The survey was designed to study that phase of public opinion which concerns race relations and to determine why it is what it is. The author seeks to give an accurate description of a survey in operation and so secures concreteness that makes it intelligible to social workers and other lay persons not familiar with the more technical side of research. Welfare workers and citizens with a social viewpoint will gain an understanding of what a survey of special problems in their own community would mean from reading the book.

The book really deals not with research, but with *a* survey. It is the description of the methods used to set forth clearly the very difficult problem created by the contact and conflict of Americans, Japanese, Chinese, Hindus, Mexicans and Negroes on the western coast. The director of a social agency or a case worker, noting the unfortunate title, is likely to pass by. "Research" connotes to the layman something that is abstruse, full of technical words and perhaps frequent flirtation with higher mathematics. Professor Bogardus's book is nothing of the kind.

One is a little at a loss to see the justification for the use of the word "new." Life histories, personal interviews, schedules, community organization and the nature of public opinion have been described ad infinitum by others with the same viewpoint and with more space available for adequacy of discussion. A "group interview" is not new as method; neither is the "research interview."

Only one chapter is in any sense technical or new, and that is the one on "social distance"—or "the grades and degrees of understanding and intimacy which characterize pre-social and social relations generally" (Park), a concept which Bogardus has elaborated elsewhere. This may be the key to the understanding of public opinion which results in conflict or co-operation, but it hardly unlocks the door to the solution of social problems produced by mental defectives, insanity, vice, overcrowding in cities and family disorganization. It does tend to give unity to the variety of subjects treated in this handbook for surveying public opinion.

R. CLYDE WHITE

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What Is a Social Work Executive?

II. Leadership

By ROBERT W. KELSO

"TERHUNE, come here." The head of a great industry stood at a high point in the road, overlooking a wide stretch of valley. "Look at that three-hundred-acre patch. That is to be the site of our mill in this section. Our rail terminal should lead through that pass at the South."

"Yes, sir," responded the clean-cut young man.

"Unfortunately that valley belongs to somebody else and they probably suspect what we want. I'm going to Europe next week. Get the title. Macomber has the plans and specifications. I want to see you pouring the footings one week after the deed is recorded."

Modern business is constantly handing riddles of this sort to an able lieutenant with the tacit understanding that his job is the price of failure. Terhune as an executive has over him a director who fills the title in every sense of the word. He will exact the last measure of success. The title must be secured: the owners convinced, persuaded, cajoled, led. Nothing short of the impossible will pass for an excuse. And after that, the problem of pioneer construction, always at high speed.

The social work executive has no such master. He is directed by persons who for the most part play with social work as an avocation intimately connected with their social standing. Where they take a sincere part in public service they still of necessity carry on their directing as a side issue. The social executive lacks the business manager's spur, and his expert overhead direction. Yet he has a task as hard as Terhune's—harder in fact, because it contains less that is tangible. Who shall say what constitutes the best interest of the community? Compared to building a mill, it is a mystery not fully solvable. The mill is concrete: this is abstract. The social engineer deals with persons and principles. His task calls for vision of the field; it demands also leadership.

If in the real tests of an executive, *vision* is the first and greatest qualification [see The Survey for March 15, page 820], the next must be *leadership*. The two are not completely separable, but for purposes of discussion may be treated severally. An effective executive must be capable of leadership. That stage of excellence calls for tact and diplomacy in his dealings with directors, with staff, with clients and the public. It calls for an abiding faith in the usefulness of the enterprise, and a consequent sincerity that raises him above the suspicion of being merely a self-seeker. It requires wisdom—a thorough posting on the philosophy and all the details of the work in hand. Such a leader must of course have initiative in the launching of enterprises and force in pushing them to completion. For the pay of a "charity" secretary this is a large order; yet the requirements for effective work are independent of the wage-scale, which must adjust itself in time to the needs of the service.

It is the lack of this same quality of leadership that makes federation so difficult and holds back the day when a consistent program of integrated service shall emerge out of the present ruck of opportunist and remedial charities. Take for example the plight of a board of managers who discover that the year-long morality play which they and their predecessors have been enacting for half a century in the form of a maternity shelter for "fallen females" is in fact only a fosterer of stray babies. While they have slept in contentment at the glowing reports of reform made by a sincere but misguided spinster, the public, and in particular the rest of the social work group in that city, have come to know the shelter for a dumping ground for illegitimates. Nobody has any faith in it as a force for social reform. The mottoes over its doors are quoted in jest. The trustees become something of a laughing stock. Meantime the matron, after a devoted life of petulant moralizing, dies, leaving "the work" with no defense but its own questionable merit.

WHAT sort of executive should undertake the rehabilitation of this service? The public forget a good reputation: they remember a bad one for long. Social workers themselves, like wolves, have been known to eat their kind. Maternity service and case-work with problem girls is a crying need in every American metropolis. Let the new executive settle down to a routine of house duty: let her put the whole establishment on a standard hospital basis; let her supplant the hours of struggle with wayward souls by the time-equivalent in kindly helpfulness toward facing each girl's problem in life. Let her do all this and there is still the community to reckon with. Where efficiency might accomplish the transformation of the shelter itself, it requires more to re-establish the service before the public. The executive must go among her colleagues in social work. She must help rebuild her board of directors. She must persuade abler citizens to go on her board for the purpose of making the renovated enterprise an asset instead of a liability. This quality in the new matron may be called leadership. It is the power to make vision practicable and effective.

The development of itemized budgets through financial federation frequently develops duplication and gross failures of cooperation among the several agencies in this city program. A day comes when the increasing demands for expansion by a single executive must be refused because other needs are more pressing. Disagreement arises, with the result that public confidence—a tenuous thing at best—is quickly destroyed The diagnosis is "too much individual-

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ism." The real trouble is a lack of leadership. Someone must come forward who has the ability to outline the balanced program for that community and to persuade the contending factions to accept it for the good of the cause. In this role your executive is a diplomat who knows how to compromise a situation without surrendering a principle. It is a rare gift, costing high pay in the field of business, but all the more necessary in the service of the whole people.

Some time ago a thriving community with a good deal of wealth, and for that reason also a good deal of poverty, was losing in social work values because its public and private relief interests were at outs and would not work together. Factional interest made joint program-building impracticable. The Social Service Exchange was a vest pocket affair hardly worth the name.

AT this juncture a director was sought for the Exchange, in the hope that he might stimulate the agencies to come together. A young chap without much preparation outside of a first class academic course and a couple of years of case-work in the field, took the position. His first move was to go to see Bluebeard, otherwise known as the city almoner. Surviving this encounter, he invaded barbarian territory by hunting up the members of the city council one by one and making friends. Next in order came the representatives of the several churches, who liked him for a sincere young fellow. The conquest of the human factors in this community was made slowly and methodically, while the Exchange was being put on an efficiency basis. Soon articles began to appear in the local press. The editors had become his friends.

In three years the old stalemate had been broken. The Exchange served all agencies, both public and private. The church factions united in Christmas giving and showed a desire to cooperate. The catalysm which caused this transformation was no other than this boy in his twenties with a vision of his community and the power for leadership which could put that vision into practice.

The leader in social service must have initiative. In his capacity of executive he is master of the unsupervised day. His directors come together usually once a month and individually attend if no personal interest interferes. They do not meet in the summer time. They are hardly available at the Christmas season, and they often winter abroad, in Bermuda, or elsewhere. The only person holding the fort is the executive. Board members rarely initiate new ideas about the work. If by chance they see defects or inconsistencies, their criticism is almost invariably confined to objections. The executive is expected to find the constructive solution of the trouble.

NEW situations arise, new policies are foreshadowed. Emergencies call for decision quickly. Some executives of strong personality cut the tiresome process of keeping the board informed in advance and take the reins gradually into their own hands until the directors are little better than "scenery"—a green "tormentor" on either hand and the executive's one-man show in the middle! Others defer action until board members can be assembled and consulted; no vote, no action. The executive who can never move until his board has met is complained of as slow and procrastinating. The leader in an executive position does neither. He has a right to expect service from his board. He proceeds to consult his members. If he has to produce a tiresome thesis each time, members will tire of him and be out when next he comes. He must be able to state his case, clearly, briefly, and logically; and he must respond to the inevitable question, What ought we to do about it? He must look into the future and state with good judgment the probable effect of action, either way, upon the society and its work. Such an executive will receive ready response from most directors. They will trust and follow the judgment of such a thinker. He need not be suave and oily. He needs a clear brain and force enough to be prompt in recognizing new problems, and in getting them before his members for consideration, as well as in executing the plan finally adopted.

Again, he must present his plan to the other agencies in the field. Time was when social agencies were self-sufficient. The secretary need never go out of his way to tell any other agency what he was doing. But that time has gone. Each agency is an integral part of the community program. According as the executive is able to convince and lead the rest of the field into harmony with his plans and purposes, he will succeed in making his enterprise appreciated.

Indeed a first-class workman (*Continued on page* 121)

You'll Be Interested In

Recent Articles, Pamphlets and Books Bearing on Administration:

WRITE IT DOWN, *by King Hamilton Grayson, in Industrial Management for February.*
A written record of important conversations saves misunderstanding.

HOW DO YOU GREET NEW CUSTOMERS? *by Frank M. Barber, in Printer's Ink for February 24.*
What efforts do social work executives make to welcome new contributors?

UNDERLYING PRINCIPLES DERIVED FROM THE REPORT OF THE COLUMBUS SITUATION, *in The Compass for March, Amer. Assoc. Social Workers, 130 E. 22d St., New York City.*

In the American Stationer and Office Manager February, 1927:

PAYMENT OF OFFICE WORKERS.
Bonus plans for clerical workers and their relationship to standardization of office work.

WHAT'S A FEW CENTS TO THE COMPANY, *by G. H. Gabler.*
Practical plans for stopping small leaks.

HOW WE ELIMINATED THE BLIND ALLEYS IN CORRESPONDENCE, *by W. H. Minton.*

In Bulletin of Boston Council of Social Agencies March, 1927:

PRINCIPLES IN PUBLIC OUTDOOR RELIEF.
Statement of principles of organization and functioning in municipal outdoor relief, formulated by the Boston Council of Social Agencies.

In The Family, March, 1927:

PATTERNS, *by Laura G. Woodberry.*
An esoteric description of the philosophy of "vowel patterns" which the author believes should underlie the Family Group (or Zoning) System of filing in the Social Service Exchange.

In Better Times, March 7, 1927:

MAKING A GRAPH.
Helpful suggestions in a half-page article.

ANALYSIS VERSUS GUESS WORK, *by Helen B. Neilson.*
Getting down to facts in building a sound mail appeal list.

A REPORTER LOOKS AT SOCIAL WORKERS, *by Allene M. Summer.*
"You won't play the game," says well known newspaper woman.

In System, March, 1927:

OUR BUSINESS YARDSTICKS—WHEREIN DO THEY FALL SHORT, *by Charles E. Mitchell.*
Consideration of value in the compilation of social statistics.

TARDINESS CONTROL.
A helpful symposium of efforts; applicable to many social agencies.

In the Mailbag, March, 1927:

LET'S GET OUT A HOUSE ORGAN, *by A. Veteran.*
Types of house organs which may be of use to social agencies.

SALES LETTERS, *by E. P. Corbett.*
Sound advice on appeal letter writing.

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Over My Desk

A Monthly Talk with Executives

By ELWOOD STREET
Director, Community Council of St. Louis

Automobile vs. Street Car

One way to answer the question of when a social agency should equip a staff member with an automobile is to figure out the cost per visit by street cars and walking as compared with the cost per visit by automobile. If, for example, a case worker whose salary is $5 a day can make 10 calls by street-car and foot at a cost of 50c a day for carfare, each visit would cost 55 cents. If by automobile the same worker could make 15 visits, traveling 50 miles at an average cost of 7 cents a mile, or $3.50, making $8.50 for the day, the cost per visit by automobile would be 56c, which would indicate that the automobile was hardly worth providing because the cost is likely to be more rather than less than 7 cents a mile. But if the visitor could make 20 visits a day by automobile while traveling the same 50 miles at 7c a mile, the cost per visit would be 41.7 cents, which would indicate that in this particular visitor's district the automobile would be a good investment. Social agencies often make the mistake of providing an automobile in a district where it represents no saving but rather an added expense with no corresponding gain in efficiency. On the other hand, the automobile may justify its expense by carrying clients to clinics, and the like.

Verify the Agreement

President Frank L. McVey of the University of Kentucky says that one of the most valuable aids to clean-cut relationship with persons to whom he has made or received promises of service is his practice of always putting in writing a memorandum of any agreement with the other person and of mailing the memorandum to the person concerned with the request that if it does not correspond with his understanding to let him know. This plan has been tried out by other executives and has eliminated confusion due to misunderstanding and embarrassment and in preventing claims that promises have not been lived up to. The plan can be equally well applied to face-to-face conferences or to agreements made over the telephone.

An Office Management Committee

Observation of a good many social agencies has revealed that office administration is usually neglected by the board of directors because the board is too much concerned in money-raising or in planning social policies. The result is the board is concerned only when something is found to criticize. One social agency has met this situation by organizing a committee on office management made up of experienced office managers of business concerns who meet as often as necessary to consider problems of administration brought up by the executive in charge of the office. Such a committee can plan lay-out, work out policy on office salaries, serve as an advisory group on the purchase of new equipment or extension of the office force, and help in a number of other ways. The chairman of this committee serves as a member of the board of directors and can appear as an advocate for matters which need action by the board. In this way the executive has a group of people intimately familiar with the operation of his office, helping him with their practical experience and standing ready to interpret the work of the office to the directing board.

Planned Circularizing

Charles C. Cooper, director of Kingsley House, Pittsburgh, goes after contributors in a business-like way. He has on addressograph plates a list of twelve thousand prospects built up from all available clubs and other lists, which are circularized once a year. This circularization just pays the cost the first year and yields a handsome profit in renewals in succeeding years. When he has extra year-books or other literature left over Cooper sends it to as many names on the prospect list as it will cover and thus goes over the whole list bit by bit. He is charmed with a new letter machine using addressograph plates to print the name, address and salutation on the letter at the same time that it prints the letter itself through a ribbon on a flat-bed press. In this way he secures a remarkably good personalized fill-in.

While the Children Wait

A rocking-horse and dolls of assorted sizes are part of the equipment of the Children's Aid Society of St. Louis, used to keep youthful clients happy while they wait their turn or their parents are in conference with social workers. Hertha Miller, general secretary, reports that the slight expenditure for toys is well justified by the pleasure of the children and the reduction in the amount of noise from weary youngsters. Such toys usually can be secured as gifts from interested members or friends whose children have outgrown them.

Scout Objectives

A serviceable instrument for keeping an organization "on its toes" has been worked out by the St. Louis Council of Boy Scouts of America in the shape of "A Program of Troop Objectives for 1927." For each quarter of the year a goal is set; to be attained in the way of membership, troop committees, troop officers, subscriptions to "Boy's Life," uniforms and insignia, record systems, and other activities. The quotas of performance which are established are to be checked up with actual performance so that a real measuring rod exists for estimating the efficiency of each troop. Earle W. Beckman, scout executive, 505 Chemical Building, St. Louis, will be glad to send a copy of this program of troop objectives to any inquiring person.

Three Tips from the Golden Gate

Esther DeTurbeville, research director of the San Francisco Community Chest, sends along three good suggestions:

A card file on your desk, containing telephone numbers, is a time-saver for both the executive and his secretary.

A dictating machine saves the time of the stenographer and enables the executive to dictate at odd hours when no stenographic help is available.

Volunteers can be effectively used in the tabulation of replies to questionnaires, sending out circular letters, doing lengthy jobs of telephoning, etc.

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GOSSIP: of People and Things

Te Salutamus!

ALTHOUGH his name is Alexander Johnson, he is seldom addressed as "Mr. Johnson." Those who love him call him "Uncle Alec." It was Uncle Alec who, as its early secretary, helped nurse the National Conference of Social Work through its teething. In 1913, he placed the child out for adoption and a few years later retired to his Sabine farm to grow potatoes.

Now, at the invitation of the foster parents, he returns to find his infant matured and with the high I.Q. his early care promised for it.

He will be at the Des Moines meeting, May 11 to 18, in a new capacity, as the following correspondence with the general secretary shows.

My dear Uncle Alec:

May I join a large group who like to refer to you as Uncle Alec? I wonder if you would help us on a plan which we have in mind for the Des Moines meeting of the National Conference of Social Work? There are many people who attend the conference for the first time who, I believe, would be greatly helped if there were some one person of wisdom and discretion to whom they could go for advice on what meetings to attend and what people to talk with in order to get the most value for their particular needs. I noticed last year some people coming into headquarters and walking around with rather a dazed look and then chasing from meeting to meeting in a more or less vain attempt to find the thing in which they would be most interested.

At the headquarters in Des Moines, we are planning to have a lounge. In this lounge, we should like to have a desk and a couple of chairs where at certain times these newcomers would know that there was a friend who would patiently talk things over with them and help them get the most out of the conference. This work would not interfere with the information service. That service is to give specific information as to where definite meetings are and what time they are scheduled. The new service we have in mind is one of advice and consultation and requires a broad knowledge of social work and also of the conference. I know of no one in the country who could do the thing we have in mind better than yourself.

Cordially yours,
Howard R. Knight

My dear Howard:

I shall be very glad to try to be of service to the National Conference in the way you suggest.

I am delighted to have you join my large and beloved family of nieces and nephews. I am proud of the fact that they are indeed a noble army or at any rate "a goodly fellowship." You know, or you may know, that when a man gets old, he loses his personal ambitions and is only ambitious for his children and, if he is so fortunate as to have any, his grateful and affectionate pupils. As I travel here and there over the land, I often meet men and women who have attended the New York School of Social Work, the Chicago School of Civics and Philanthropy or one of the others where I have lectured, who come to me to shake my hand and say how I helped them to see things when they were studying; and there is no greater pleasure in life. And I am conceited enough to really believe what they say. At any rate, I feel such friendship for them that it seems only natural they should reciprocate.

When I was secretary, I used to do as much as I could of the kind of thing you ask me to do at Des Moines. Then the Conference was not nearly so big nor its scope so wide. It will be charming to feel as a sort of "secretary emeritus." I know I am going to have the time of my young life. Affectionately yours,

Uncle Alec

From Health to Wealth

THE entire staff of the Oklahoma Public Health Association recently resigned. R. Heber Hixson, who has been the managing director for the last five years, has accepted a position as secretary-treasurer of the Mid-Western Royalties Company, formed by social workers in Oklahoma and some of the directors of social agencies. The president of the company is Harry G. Newman, formerly secretary of the Associated Charities in Jacksonville, Florida, who has been engaged in the oil business for the past six years. That social workers can succeed in business as well as in public service is evident from the fact that this company, less than a year old, has already paid 110 per cent dividends on preferred stock and 100 per cent on common.

During Mr. Hixson's administration of the Public Health Association the enrollment in the Modern Health Crusade increased from 25,000 to 200,000 children, the hospital-bed capacity for tuberculosis was doubled and a speakers' bureau was organized with twenty-two volunteer speakers which carried health talks to all sorts of meetings throughout the state.

No appointments of successors to the resigned staff members have been announced.

Child Institute Launched

THE Instiute of Child Guidance, organized by the Commonwealth Fund, has received its incorporation papers and will open its program on July 1 at 145 East 57 Street, New York City. The institute is affiliated with the New York School of Social Work and the Smith College School for Social Work. It will undertake "to make possible further study and research in the field of mental hygiene for children, with special reference to the causes and methods of treatment of behavior problems; to provide facilities for the training of psychiatrists and graduate psychologists in practical child-guidance work and to provide field training in child guidance." Dr. Lawson G. Lowrey will be director. The Commonwealth Fund last year appropriated for it $175,000.

Two Studies in St. Louis

TWO surveys by national agencies of local situations in St. Louis have been arranged by the Community Council of St. Louis. The Child Welfare League of America is studying child welfare under the direction of C. C. Carstens with Emma Lundberg, formerly of the federal Children's Bureau, in charge. A survey of public health activities and agencies and of hospitals financed by the Community Fund will be made by the American Public Health Association with Dr. C. St. Clair Drake in charge.

For Negro Health

THE first national campaign for funds for Negro health by the National Health Circle for Colored People, Inc., 370 Seventh Avenue, New York, started off with two interesting letters by Fannie Hurst, the novelist, who is campaign chairman. The object of the Circle is to organize public opinion and support for health work among Negroes, to organize local health circles among colored people, to establish scholarship loan funds for the training of colored nurses and teachers, and to maintain nurses for certain periods at strategic points. Belle Davis is executive secretary and the executive committee includes Dr. Louis T. Wright, Dr. Haven Emerson, and Lillian D. Wald.

Promoting the Unpopular Cause

THOSE who have labored in the interests of an unpopular cause will find solace and inspiration at a dinner meeting on unpopular causes to be given in Des Moines during the National Conference of Social Work. Paul U. Kellogg, editor of The Survey, will be chairman of the meeting and the addresses are: Causes Attacked by Organized Opposition, by Florence Kelley, secretary of the National Consumers' League; When Prejudice Must Be Overcome, by R. Maurice Moss, executive secretary of the Baltimore Urban League; and Public Opinion and Strikes, speaker to be announced. The dinner will be at 6 p.m., May 12.

Survey at Des Moines

THE editors of The Survey, present at the National Conference of Social Work, Des Moines, May 11 to 18, will be free for consultation at the Survey Book Table, at Kindred Group Headquarters, Shrine Temple, from 4 to 6 P.M., except Sunday.

Miscellaneous

A DIRECTORY of community welfare organizations in Pennsylvania has been published by the Public Charities Association of Pennsylvania. It is a comprehensive listing and description of community chests, councils of social agencies, social service exchanges and social workers' clubs with an explanation of the functions and activities of each. The directory is compiled by the Child Welfare Division of the P. C. A. in cooperation with the State Department of Welfare, under the joint supervision of Arthur Dunham, Albert E. Howell, and Frank D. Preston. Price 25 cents, Public Charities Assn., 311 South Juniper St., Philadelphia.

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THE ALUMNAE of the Committee on Volunteer Service of the Cleveland Associated Charities were entertained at tea recently by Mrs. David W. Teachout, '24, in celebration of the completion of the eighth course of study. There are now fifty graduates. Courses were started in 1924 under the direction of Margaret Means, who resigned recently and has been succeeded by Myra Myrick, of the staff of the Associated Charities.

THE TECHNIQUE of the New Social Order is the theme of the National Conference of the Fellowship for a Christian Social Order, Dayton, O., April 19-22. The program includes addresses by Bishop Francis J. McConnell, Kirby Page, Sherwood Eddy, Paul H. Douglas and Anne Guthrie. Amy Blanche Greene, 347 Madison Ave., New York City, is executive secretary.

JANE HOEY, assistant director of the Welfare Council of New York City and a member of the sub-committee of the New York State Crime Commission which recently made a study of crime in various sections of the state, has been appointed by Governor Smith to the new State Commission of Correction.

JOHN A. LAPP, president of the National Conference of Social Work, has spoken as president of the conference in twenty-four states and the District of Columbia. Mr. Lapp conducted an institute on social work in Los Angeles, March 20-25.

HOMER FOLKS, secretary of the State Charities Aid Association of New York, has been elected an associate fellow of the New York Academy of Medicine in recognition of his services in the field of public health.

PHILIP KLEIN, executive secretary, A. A. S. W., is back at his home in Park Ridge, New Jersey. He plans to return to his desk at least on a part time basis in a few weeks.

VIRGINIA STATE CONFERENCE of Social Work has elected the following officers for the coming year: Judge Floyd Hudgins, president; John F. Hall, vice-president; Luella Townley, secretary.

COLUMBUS (OHIO) SOCIETY for the Prevention and Cure of Tuberculosis has changed its name to the Columbus Tuberculosis Society.

Elections and Appointments

RUTH BERÖLZHEIMER, recently with the U. S. Children's Bureau, as financial secretary, Child Welfare League of America.

DR. SMILEY BLANTON, formerly director of the Child Guidance Clinic, University of Minnesota, and co-author of Child Guidance (recently published), to the recently endowed chair of child study, Vassar College.

S. ETHEL CLARK as director Community Welfare Union, Racine, Wis., succeeding Howard F. Edmonds.

AGNES COGAN, as director of public health nursing, Darke County, Ohio, health unit.

MARY V. DEMPSEY, statistician for the Syracuse Health Demonstration, as a member of the Statistical Advisory Committee of the National Organization of Public Health Nursing.

HELEN DUERKSEN, formerly field nurse, Oklahoma Public Health Association, as member of the staff, Blackwell (Okla.) Public Health Association.

MRS. ROBBINS GILMAN, executive secretary of the Women's Cooperative Alliance, Minneapolis, as chairman of the Motion Picture Committee of the National Council of Women.

HENRY S. GODFREY, as publicity secretary of the New York Tuberculosis and Health Association on a half-time basis.

BELLE THOMPSON GOODNOW, formerly in charge of the follow-up work at the state sanatorium at Glen Gardner, New Jersey, to the staff of the National Tuberculosis Association. Mrs. Goodnow is visiting tuberculosis institutions throughout the country advising on the installation of a follow-up system.

GERALDINE GRAHAM, formerly case supervisor Cleveland Association for Crippled and Disabled, as executive secretary of that organization succeeding Pauline Marshall, who has joined the national headquarters, A.R.C.

CONSTANCE HANNA as orthopedic nurse, Ohio State Department of Health.

HERBERT T. HARE as publicity secretary of the Philadelphia Health Council and Tuberculosis Committee.

W. H. HOLLAND, superintendent of charities, Los Angeles, as president of the Survey Club of Los Angeles (the local social workers' club).

WAYNE L. HOPKINS as industrial secretary and research secretary, Armstrong Association of Philadelphia.

ANNE HUTCHINGS, formerly director of volunteer service, Buffalo Charity Organization Society, as organizer and executive head of a new Family Welfare Society in Greenwich, Conn.

EDWIN C. JONES as chairman, ALMA CRAMER as vice-chairman and JANE HUFFORD as secretary, Chicago Publicity Methods Committee.

ELIZABETH KENNING, formerly with the Philadelphia General Hospital, as county secretary, Children's Aid Society, with headquarters at Tonawanda, Pa.

FAY MATHEWSON, formerly superintendent of recreation, Plainfield, N. J., as Director of Community Recreation, Union County, N. J., Park System, with headquarters at Elizabeth.

F. E. MILLERK, formerly executive secretary Knoxville Community Chest, to the staff of the Atlanta Community Chest.

JOSEPH P. MURPHY, formerly chief adult probation officer, Buffalo, as chief adult probation officer, Newark, N. J., succeeding John J. Gascoyne, deceased.

HELEN G. NELSON as Camp Fire Girl executive, Corsicana, Texas.

MABEL NUSSMAN, to staff of the Children's Bureau, State Board of Public Welfare, Virginia, succeeding Helen Smith, resigned.

EDITH ODGERS, formerly secretary to the director, Cleveland Welfare Federation, as committee secretary, Cleveland Welfare Federation.

MRS. CHRISTIAN OLSEN as an itinerant Junior Red Cross worker in Indiana.

DONALD OVIATT as secretary publicity department, Cleveland Community Fund, succeeding Donald Vance, resigned.

DR. FREDERICK W. PARSONS as first commissioner of the New York State Department of Mental Hygiene. This is the first appointment made under the state reorganization plan.

CLAY PERRY as publicity director of the Pittsfield, Mass., Community Fund Association.

LAWSON PURDY, general director, Charity Organization Society, New York City, as vice-chairman, Zoning Division, City Committee on Plan and Survey, New York City.

JOSEPHINE RANDALL, formerly secretary of the Recreation Council of the Community Chest, San Francisco, as superintendent of recreation, San Francisco.

LOUIS R. RESNICK, assistant to the vice-president, New York Edison Company, as director of public information and education, Welfare Council, New York City. Mr. Resnick will begin work May 1 on a part-time basis.

ROSS W. SANDERSON, for seven years executive secretary, Wichita Council of Churches and vice-president, Wichita Community Chest, as administrative secretary of the Council of Churches and general secretary of the Y.M.C.A. The Council of Churches adds a director of religious education.

HARRIETT SEELY as executive secretary of the Red Cross, Aberdeen, Wash.

SAMUEL SILUKIN as executive director, Jewish Big Brother Association, Cleveland.

BERTHA J. SOUTHWICK, formerly general secretary, Family Welfare Association, Portsmouth, N.H., as Family Engineer, Extension Service, Loyal Order of Moose, Mooseheart, Ill.

LILLIAN STEVENS as assistant Camp Fire Girls executive, Long Beach, Calif.

DOROTHY STEWART, granddaughter of Robert W. deForest, president of Survey Associates, as volunteer worker, Charity Organization Society, New York City.

JAMES G. STONE, formerly junior staff member National Tuberculosis Association, as publicity secretary, Onondaga Health Association, Syracuse, N. Y.

LITERATURE

CHILD HEALTH IN SMALL COMMUNITIES—Bulletins describing the Commonwealth Fund child health demonstrations—two in small cities, two in rural counties. No. 1, Program and Policies. No. 2, Marion County, Ore. No. 3, Athens, Ga. No. 4, Progress Report. Mailed free on application to Director of Publications, Room 1648, 370 Seventh Avenue, New York.

THE SCHOOL PARENT—Keeps in touch with events in the New York Public Schools and Parents Associations weekly in The School Parent. Send subscription price of $1.00 to the United Parents Association of Greater New York, 152 W. 42nd Street, New York City.

UP-TO-DATE CHILD LABOR PUBLICATIONS—Child Labor Facts, 1927; Selected Bibliography on Child Labor (1920-1927); Children Working in Missouri, 1927. Price 10 cents each. National Child Labor Committee, 215 Fourth Avenue, New York City.

EAST BY WEST—A special number of Survey Graphic devoted entirely to an interpretation of the Japanese and Chinese in America and at home. An excellent background for the newspaper despatches of today. Original price 50 cents—now 25 cents a copy. Survey Graphic, 112 E. 19th St., New York.

A BIBLIOGRAPHY ON PSYCHOLOGY—by Helen G. Estey, Gardner, Mass. 69 pages, $1.00 a copy. Obtained of author at Gardner, Mass.

CARTER TAYLOR, formerly assistant to the director Cleveland Welfare Federation, to the staff of the Graduate School of Social Work of the University of Chicago. Mr. Taylor will organize and develop courses for practical training in problems of Community Organization and be supervisor of field training.

CATHERINE W. TAYLOR as registrar, Social Service Exchange, Reading, Pa.

NANCY TOMLINSON, formerly with Memphis, Tenn., Child Guidance Clinic, as executive secretary, A.R.C., Lewiston, Idaho.

CLARE M. TOUSLEY as chairman and LOUIS RESNICK as secretary, New York Committee on Publicity Methods.

ARTHUR W. TOWNE, executive secretary of the Onondaga Health Association, as president, Social Workers' Club, Syracuse.

FRANCES C. VOGEL, R.N., as public health nurse, Berks County Chapter, A.R.C., Reading, Pa.

BELLE WAGNER, formerly director of nurses, Tampa, Fla., Health Department, as nursing field representative, A.R.C., for New Jersey.

ALICE WALDO as a member of the staff of the Syracuse, N. Y., Department of Health.

MARY P. WHEELER as general secretary, United Charities of St. Paul, succeeding John R. Brown, deceased.

EMILIE WILKINS, formerly executive secretary Family Service Organization, Tampa, Fla., as executive secretary, Family Welfare Association, Bethlehem, Pa.

Resignations

JOHN S. BECKA as executive secretary, Catholic Big Brothers, Cleveland.

CATHERINE CONCANNON as nurse in charge of tuberculosis nursing, Syracuse, N. Y., Department of Health, after nineteen years service.

BERTHA J. HOWARD as visitor, Social Welfare League, Reading, Pa., to recuperate from illness.

BARBARA JOY as director of the Department of Outdoor and Health Activities, national headquarters, Camp Fire Girls.

BLANCHE H. LOWE as director, Bureau of Community Service, Portsmouth, Ohio.

DR. GEORGE M. RETAN as director of the Bureau of Child Hygiene, Department of Health, Syracuse, N. Y. Dr. Clara Pierce succeeds Dr. Retan as acting director.

MARJORIE P. SANDERSON as a hospital social worker at U. S. Naval Hospital, Chelsea, Mass.

LUCY SWIFT as nutritionist at National Headquarters, A.R.C.

MRS. L. W. THOMAS, formerly Bertha Friedman, as a chapter correspondent, National Headquarters, A.R.C., to join her husband in New York.

MARGARET THOMAS as a writer on the public information staff, National Headquarters, A.R.C.

M. EMETH TUTTLE as director, Children's Bureau, State Board of Charities and Public Welfare, North Carolina, for rest and further study.

DONALD VANCE as director of publicity department, Cleveland Community Fund, to join Donald C. Dougherty Co., publicity counselors, Cleveland.

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COMMUNICATIONS

Child Labor in Massachusetts

To the Editor: Mrs. Florence Kelley's review in your issue of February 15 of Child Labor in Massachusetts by Raymond G. Fuller and Mabel A. Strong states that the concept on which the book rests is largely obsolete. For those interested in the employed adolescent, it might clarify ideas if Mrs. Kelley would develop her contentions with a little more definiteness than this brief review. The writer, while director of school hygiene in Fall River, Massachusetts, was intimately concerned with the problems presented in this study and fails to see the application of the epithet "belated leaders." In fact he is inclined to agree with the reviewer of this book in The Nation's Health, who says: "After reading the entire book, one feels strongly that in the long run child labor is profitable neither to the employer, the child, nor society and should be dispensed with in the modern state." As to Mrs. Kelley's implications of neglect of accident problems, we should call attention to the twenty-five pages on accidents and health hazards in this little book.

The writer asks for further exposition of Mrs. Kelley's views because his own experience in Massachusetts led to a ready sympathy with Mr. Fuller's presentation for more educational and health service for the employed adolescent, more vocational guidance, more attention to the subnormal child who has ceased to profit from the schools and is fast developing habits of idleness, and more protection against industrial accidents. Mr. Fuller's appeal for education of children of various kinds of ability as well as degrees of intelligence, his appeal for education in skills, habits and attitudes, for education with interest, effort and self-direction [*not merely coercive* retention in school to meet a chronological age law] are surely "tasks and problems" worthy of all reformers as well as social and public health workers, educators, psychiatrists, economic, social and spiritual leaders.

No doubt, as Mr. Fuller as well as Mrs. Kelley has pointed out, Massachusetts has yet considerable gains to make in the legislative field. However, the writer's experience has led him to seek the welfare of this needy group of children in suitable kind and amount of schooling, play and work as well as in the immediate tasks of abuse and neglect. When our schools fail to provide interest or suitable training for the lives of these restless adolescents, how much of our effort should be devoted to more and more legislation to even higher and higher age limits? We know of no satisfactory evidence that prohibitory legislation alone will care for the problems presented by the authors of Child Labor in Massachusetts. "Child and education—these together are the paramount concern of child-labor reform and the indispensable means of social progress."

American Child Health Association,
New York Harold H. Mitchell, M.D.

To the Editor: Dr. Mitchell asks for specifications for my statement that "the concept on which the book rests is largely obsolete." Briefly they are:—

The assumption in Mr. Grafton Cushing's foreword, developed later in the book that

(*a*) Massachusetts is an advanced state;

(*b*) In Massachusetts little new legislation is needed; and in the opening sentence of Chapter VII,

(*c*) The child labor situation in Massachusetts is no longer spectacular or dramatic.

Since 1918 American industry has undergone a revolution. The new high speed, electric-driven machines and the infinite variety of new industrial poisons have given rise to a new nation-wide consciousness of peril. It is seen that the intelligence which has created mass production, and mass hazards, for old and young must be constrained to make industry safe.

The advancing states, Wisconsin leading, apply to this new situation new intensive publicity, and new efficiency in fixing responsibility for injuries to the young directly upon negligent and law-breaking employers. They do this through penalty costs, and ever-lengthening lists of employments prohibited by reason of extra hazards. How can Massachusetts be regarded as "an advanced state" while she still cuts her list of prohibited hazards at the 16th birthday? And while she does not yet, like Illinois, print in her Monthly Labor Bulletin the deaths, dismemberments, mutilations and lesser injuries suffered by wage-earning minors in the preceding month?

According to the text of the authors, Massachusetts allows children to leave school at the 14th birthday (p. 114) and the 6th grade (p. 112) to enter industry, 70.4 per cent of those between 10 and 15 years of age being engaged in manufacturing and mechanical industries, a proportion exceeded only by Rhode Island with 81.4 per cent (p. 20).

"Recently the Federal Children's Bureau made a survey [published 1926] of compensable accidents to minors under 21 in three states (p. 54). . . . In Massachusetts more of the injuries to children were due to power-working machinery than to any other cause. Not only is the number larger, but the accidents are more severe. Proportionately twice as many accidents due to machinery were suffered by minors as were suffered by adults (p. 55).

"According to a report prepared under the direction of the (Massachusetts) Commissioner of Labor and Industries [Monthly Labor Review, Dec. 1925, p. 93] 2,965 tabulatable accidents were suffered by working children between the ages of 14 and 18. Of these 657 occurred to children 14 and 15 years old; 3 were fatal, and 14 resulted in permanent partial disability. Of the accidents to children 16 and 17 years old, 7 were fatal, while permanent partial disability resulted in 72 cases." (p. 53)

Under these backward and extraordinarily hazardous conditions Massachusetts has not even joined the trio of advancing states which award double or triple compensation for children illegally employed. How then can the concept that "little new legislation is needed" be regarded as anything but obsolete? Certainly it is not advanced.

The dead are silent. The unfortunate young cripples cannot revolt. The leaders are belated and their concept is largely obsolete who write "The child labor situation in Massachusetts is no longer spectacular or dramatic. . . . The achievement of the past is cause for gratulation."

Florence Kelley

Why Are Teachers Outsiders?

To the Editor: I felt interested decidedly in your article in this March Midmonthly on "Why are Teachers Outsiders?"

Having been a social worker who tried to break into teaching, I have discovered some years ago, that experience of a business or social service character is not recognized as of value, as a general thing, by our superintendents of schools. Only in a very few specialties, such as manual training, dressmaking, typewriting and the like, are substitutes of academic experience recognized. But not in such fields as history and civics, though this latter should decidedly call for people who have experientially participated in the social process, and not only read about it. I have a feeling that our ideals are impotent frequently because they are so bookish—untranslated and undramatized by experiential translation.

Chicago, Ill. Otto Wander

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DIRECTORY OF SOCIAL AGENCIES

AMERICAN BIRTH CONTROL LEAGUE—President, Margaret Sanger, 104 Fifth Avenue, New York City. Objects: To educate American people in the various aspects of the dangers of uncontrolled procreation; to establish centers where married persons may receive contraceptive advice from duly licensed physicians. Life membership $1.00; Birth Control Review (monthly magazine) $2.00 per year.

AMERICAN HOME ECONOMICS ASSOCIATION—Alice L. Edwards, executive secretary, 617 Mills Bldg., Washington, D. C. Organized for betterment of conditions in home, school, institution and community. Publishes monthly Journal of Home Economics: office of editor, 617 Mills Bldg., Washington, D. C.; of business manager, 1211 Cathedral St., Baltimore, Md.

AMERICAN SOCIAL HYGIENE ASSOCIATION—370 Seventh Ave., New York. To provide a better understanding of the social hygiene movement; to advance sound sex education; to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social-hygiene programs. Annual membership dues $2.00 including monthly journal.

AMERICAN SOCIETY FOR THE CONTROL OF CANCER—Dr. George A. Soper, managing director, 25 West 43rd Street, New York. To collect, collate and disseminate information concerning the symptoms, diagnosis, treatment and prevention. Publications free on request. Annual membership dues, $5.00.

ASSOCIATED GUIDANCE BUREAU, INC.—16 East 53rd Street, New York, Telephone: Plaza 9512. A non-sectarian, non-philanthropic child guidance bureau, employing highest social work standards. Supplies, trains, and supervises carefully selected governesses, tutors, companions, play leaders, and psychiatric nurses. For information address Jess Perlman, Director.

CHILD WELFARE COMMITTEE OF AMERICA, Inc.—730 Fifth Avenue, New York. To secure home life for normal dependent children in preference to institutions; to secure Mothers Allowance laws in states having none; to urge adequate appropriations for home aid; to promote proper laws affecting adoption, boarding out and placing out of dependent children; to aid in the enforcement of these laws. States Council of Committee comprises volunteer representatives in practically every state. Sophie Irene Loeb, President; Governor Alfred E. Smith, Honorary President; Margareet Woodrow Wilson, First Vice-President; Edward Fisher Brown, Executive Secretary.

CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, director. 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phases of child welfare in which they are interested.

THE CHILDREN'S VILLAGE, INCORPORATED—Dobbs-Ferry-on-Hudson, New York. A national, non-sectarian training school scientifically equipped for the study, education and development of problem boys and girls, on commitment and by private arrangement—ages 7 to 16. Supported largely by voluntary contributions. For further information address Leon C. Faulkner, Managing Director.

COUNCIL OF WOMEN FOR HOME MISSIONS—156 Fifth Avenue, New York. Composed of 22 Protestant national women's mission boards. Florence E. Quinlan, Executive Secretary.

Work among Farm and Cannery Migrants, Summer service for college students, Laura H. Parker, Executive Supervisor.

Bureau of Reference for Migrating People, follow-up of New Americans, Raymond E. Cole, Executive.

EYE SIGHT CONSERVATION COUNCIL OF AMERICA—L. W. Wallace, President; Guy A. Henry, General-Director, Times Bldg., New York. Conducts a national educational campaign to promote eye hygiene. Urges correction of eye defects, protection against hazards, proper lighting. Comprehensive publications—lantern slides—lecture material. Cooperation of social agencies invited.

FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA—Constituted by 28 Protestant communions. Rev. C. S. Macfarland and Rev. S. M. Cavert, Gen. Sec's; 105 E. 22nd St., N. Y. C.

Dept. of Research and Education, Rev. F. E. Johnson, Sec'y.

Commissions: Church and Social Service, Rev. W. M. Tippy, Sec'y; International Justice and Goodwill: Rev. S. L. Gulick, Sec'y; Church and Race Relations: Dr. G. E. Haynes, Sec'y.

GIRLS FRIENDLY SOCIETY IN AMERICA—15 East 40th Street, New York. Girls and women working together to uphold Christian standards of daily living in the home, in the business world, and in the community. Numbers nearly 60,000, with branches in 44 states.

HAMPTON INSTITUTE—Trains Negro and Indian youth for community service. Advanced courses: agriculture, builders, business, home-economics, normal. Publishes "Southern Workman" and free material on Negro problems. J. E. Gregg, principal.

JOINT COMMITTEE ON METHODS OF PREVENTING DELINQUENCY—Graham Romeyn Taylor, executive director, 50 East 42nd Street, New York. To promote the adoption of sound methods in this field, with particular reference to psychiatric clinics, visiting teacher work, and training for these and similar services; to conduct related studies, education and publication; and to interpret the work of the Commonwealth Fund Program for the Prevention of Delinquency.

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NATIONAL CHILD LABOR COMMITTEE Wiley H. Swift, acting general secretary, 215 Fourth Avenue, New York. To improve child labor legislation; to conduct investigation in local communities; to advise on administration; to furnish information. Annual membership, $2, $5, $10, $25 and $100 includes monthy publication, "The American Child."

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Department of Farm and Rural Work, Mrs. Elmer Eckhouse, Chairman, 5 Columbus Circle, New York City. Program of Education, recreation, religious instruction and social service work for rural communities. Bulletin: "The Rural Voice."

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WORKERS' EDUCATION BUREAU OF AMERICA—a cooperative Educational Agency for the promotion of Adult Education among Industrial Workers. 476 West 24th Street, New York City. Spencer Miller, Jr., Secretary.

BOOTLEGGING OPIUM IN THE PHILIPPINES

(*Continued from page* 77)

production of the poppy, coca shrub and similar plants by government monopoly with a gradual limitation to medicinal and scientific needs, eventuating in prohibition. This program would probably extend over fifteen years or more. Reasons for these conclusions cannot be compressed within this article, but one thing must be said: that there is such a dearth of knowledge of the fundamentals underlying the whole question that a series of researches should be undertaken at once. Here, too, space does not permit of details.

The investigation now to be undertaken in the Philippines at the request of the War Department will, it is to be hoped, not be confined to mere figures, but will be a complete study. C. H. Anderson, the man chosen as investigator, has a knowledge of the situation and is not an impractical idealist. Will the Department face the facts, or will it try to satisfy the public demand for rhetoric and conscience-salve by pretending that prohibition of opium-smoking is working? If the facts are faced, then the next time our representatives at an international meeting in Geneva are questioned, they can avoid a situation which has been in the past, to say the least, embarrassing.

WHAT IS A SOCIAL WORK EXECUTIVE?

(*Continued from page* 115)

goes to the public with a varied but constant interpretation of his problems and the work of his agency in meeting them. In order to interpret problems and policies your executive should be an able platform speaker and the commander of at least a fair literary style. It is the constant astonishment of visitors to the National Conference of Social Work that so many apparently qualified social executives address audiences, and so few leave more than a fleeting impression.

There is an old biological adage to the effect that all roosters are chickens but not all chickens are roosters. There are many glib talkers who would by no means do for executive service, but it is nearly true that real leaders of executive quality are able to express themselves in public with clearness and force.

Thinking over the whole requirement which is here labeled "leadership," it is difficult perhaps to see that ability of such a high order is necessary in social work. This is because the new profession is in a stage of metamorphosis out of efforts heretofore only philanthropic—principally the relief of suffering. In truth, remedial charity is only the repair-shop of real social work. There is in process of materialization a science of public welfare. It calls for professional service of a high order. That present pay is so meagre should not be disconcerting. This is always the case with nascent professions. The public must be convinced of the real value of such service before they will compensate it adequately.

The third and concluding article in Mr. Kelso's series, on Efficiency, will appear in The Survey of May 15.

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State of New York, County of New York, } **ss.**

Before me, a Commissioner of Deeds, in and for the State and county aforesaid, personally appeared John D. Kenderdine, who, having been duly sworn according to law, deposes and says that he is the business manager of The Survey, and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation), etc., of the aforesaid publication for the date shown in the above caption, required by the Act of August 24, 1912, embodied in section 411, Postal Laws and Regulations, printed on the reverse of this form, to wit:

1. That the names and addresses of the publisher, editor, managing editor, and business manager are: Publisher, Survey Associates, Inc., 112 East 19 Street, New York City; Editor, Paul U. Kellogg, 112 East 19 Street, New York City; Managing Editor, Arthur Kellogg, 112 East 19 Street, New York City; Business Manager, John D. Kenderdine, 112 East 19 Street, New York City.

2. That the owner is: (If owned by a corporation, its name and address must be stated and also immediately thereunder the names and addresses of stockholders owning or holding one per cent or more of total amount of stock. If not owned by a corporation, the names and addresses of the individual owners must be given. If owned by a firm, company, or other unincorporated concern, its name and address, as well as those of each individual member, must be given.) Survey Associates, Inc., 112 East 19 Street, New York City, a non-commercial corporation under the laws of the State of New York with over 1,800 members. It has no stocks or bonds. President, Robert W. deForest, 30 Broad Street, New York, N. Y.; Vice-Presidents, Julian W. Mack, 1224 Woolworth Bldg., New York, N. Y.; V. Everit Macy, "Chilmark," Scarborough-on-Hudson, N. Y.; Robert Hallowell, 112 East 19 Street, New York, N. Y.; Secretary, Rita W. Morgenthau, 112 East 19 Street, New York, N. Y.; Treasurer, Arthur Kellogg, 112 East 19 Street, New York, N. Y.

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[Signed] JOHN D. KENDERDINE,
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Sworn to and subscribed before me this 16th day of March, 1927.

[Seal] MARTHA HOHMANN,
Commissioner of Deeds, City of New York.

New York County Clerk's No. 184; New York County Register's No. 28079.
My Commission Expires May 25, 1928.

BREASTING THE CRIME WAVE

(*Continued from page 71*)

state commissions—to meet the onset of crime by promoting a more efficient administration of criminal justice. This it proposes to achieve, first, by awakening public opinion through the dissemination of information with respect to crime and its treatment; second, by stimulating the organization of state and local crime commissions and, third, through a comparative study of the criminal law of the several states to work out a uniform program of legislation to be recommended to the bar associations and, where such exist, to the crime commissions of the several states.

While the earliest statements as to the purposes of the Commission rested its case solely on the improvement of repressive measures for dealing with crime, the organization has, in fact, developed two committees whose function it is to seek out the causative factors of delinquency. One of these, the Committee on Education, as announced by its chairman, Newton D. Baker, "will attempt to cover the influence of educational, industrial and social conditions upon the prevalence of crime" while the other, the Committee on the Medical Aspects of Crime, headed by Mrs. Richard Derby, daughter of the late Theodore Roosevelt, "will study all matters regarding the physical and the mental condition of criminals." Both these committees propose to gather together and to analyze the studies that have been made in recent years in the fields which they respectively cover.

Perhaps we may be pardoned for not taking these adumbrations of purpose too seriously. The Commission is out to fight crime in the good, old-fashioned way. It would be glad, no doubt, to throw light on the dim background of delinquency, but its real job is to cope with the problem in a more direct, forthright manner. This is clearly indicated by the fact that the only two committees that have reported and whose conclusions have gone out to the world are Chancellor Hadley's Committee on Criminal Procedure and Judicial Administration, and the special Committee on Fire-arms Regulation. The latter of these reports proposes both national and state legislation to restrict the transportation, sale and use of fire-arms, while the Hadley report submits an excellent draft of legislative changes in criminal procedure which, as was to be expected from its source, embodies all the important recommendations made in recent years by the legal authorities to whose efforts the earlier part of this paper is devoted.

HOW shall I, in conclusion, evaluate this tremendous effort of the bar and of the public to cope with the menace of crime? The subject is one that gives me deep concern. I want, if I can, to share the optimism of those who see in this concerted drive a long step toward the solution of this grave problem.

What we can clearly see is a strong movement for the purification of the wells of justice. What we may hopefully expect from this movement is a steady improvement of the criminal law with a slower and more irregular improvement in its administration. This latter will come about only as and when our civic conscience becomes purged of its indifference and its subservience to political considerations. But this, too, we may envisage as the result of the combined efforts of the legal profession and our civic crusaders.

What bothers me is the question of the bearing of all this on the crime wave. What we shall have achieved, let us say, is the mechanical perfection of the ancient instrumentalities of criminal justice. But the criminal law is still to be divorced from criminal science. In none of the proposed reforms, whether emanating from the bar or from the popular movement, is there any recognition of the criminological principle of the individualization of treatment. Always the aim, the sole aim, is stark punishment—swifter and surer punishment—not

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understanding and correction. This has always been the way of "the amateur social doctors" as described by Professor William Graham Sumner: "They always begin with the question of remedies and they go at this without any diagnosis or any knowledge of the anatomy or the physiology of society."

It would be absurd to deny the existence of a substantial relationship between law-enforcement and crime but it is a greater absurdity to accept the former as a sovereign remedy for the latter. There are incalculable elements in the warfare of organized society against its criminal elements. Even in the field of international war there are "imponderables" which count for more than the heaviest battalions. Assuming that we may by these projected methods make crime twice as precarious as it is today, would we, even then, have made more than a dent in the present rate of criminality? I confess I don't know. No one knows. We are blind leaders of the blind. We must go on in our present course. But let us not blink the fact that in the vast majority of cases, the bandit of today is the juvenile delinquent of yesterday and the innocent child of the day before yesterday. Tomorrow it will be too late. *The only cure for crime is prevention.*

THE NEGRO IN DETROIT

(*Continued from page* 73)

throughout the report and especially in the housing part, too much responsibility is put up to the colored people themselves. The removal of these appalling conditions is a task which the city as a whole must shoulder.

And that brings us to the main phase of the problem: Do the white people of Detroit really want to see their colored fellow-citizens prosper? Evidently they do, in the abstract, but they have failed these last few years in almost everything that has brought their good intentions to a practical test. Take this matter of better homes, for example. Here is a minute examination of the relative desirability of the Negro as a tenant and a neighbor, pages of evidence that, compared with other nationality groups, and in those circumstances where the maintenance of a decent home is physically and psychologically possible, he is desirable in both respects, yet everywhere white people permit themselves to be stampeded into a wild scramble to get rid of their homes because a few colored families have moved into the block. An unusually full case-study provides the nearest approach of this survey to an inquiry into the mind of Detroit on the Negro. It is not a pretty picture. Back of all the things the committee sets forth there looms a problem bigger. The channels for American habits of thought are being made, it seems, not by experience but by special interests—in this case quite clearly certain real estate interests.

There is nothing in the report to assure a continuing vital interest in race relations. Some of the recommendations, addressed to municipal departments and to social agencies, no doubt will be carried out. But, as in the case of the Chicago commission, there is no provision for a real procedure to follow up the work of the committee. If industrial depression should come to Detroit, we do not know what will happen to its colored citizens. They are the last hired and, in some cases at least, will be the first fired; they live close to the margin and cannot provide adequately for a rainy day. So they will fight for their jobs and their homes. What then?

Because of that potential sharpening of conflict at some future time, the present report has a value that exceeds the total of its interesting findings and of the practical measures that may spring from them. That value consists in the assurance which it gives the colored community that, after all, they do not have to fight their battle all alone; that influential individuals and groups in the community are anxious to see justice done them and to help them as friends and brothers.

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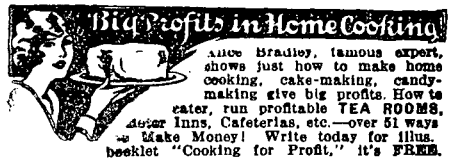
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